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ABSTRACT

The center/cluster model for community colleges as opposed to traditional organizational structure (by departments, academic specialization, etc.) is reviewed. Centers are defined as loosely hubbed around spiralling job families or career categories, involving students, faculty, and programs with common interests. A pyramidal tiering of curriculum for each center is proposed: general education, a core curriculum common to the job family, and courses specific to job specialities or vocational interests. For some students these specific courses would correspond to traditionally offered transfer courses. Clusters or career tribes of related centers are suggested along the following lines: the physical world, the life process, economic and social institutions, human relations, and man, the creator. However, whatever the organizational theme, it is felt it would be a mistake to divide into clusters precisely or subdivide into centers rigidly. Staff, relationships of centers to clusters to colleges, governance at each level, intra-college committees, subject area associations, multi-campus districts and district services, and college and district costs are discussed. Traditional college organizational anomalies are reviewed. Tables and charts illustrate the model. (TR)

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THE PEOPLES' COMMUNITY COLLEGE:

A CLUSTER MODEL

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Acknowledgment

This is to acknowledge the significant contribution of Professor Dale Tillery to the conceptuallization of the cluster college model described in this book.

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Preface

This book pieces together a cluster college model for community colleges. Since only a few cluster community colleges yet exist, such model-development has to be a creative enterprise rather than a research project. No apology is made for this: innovation requires more of an imaginative look at what could be than an objective report on what is.

Even so, the model to be described in this book was not just armchair speculation. The designs were made at the request of real colleges, in the context of real colleges, and subjected to the criticism of staff members of real colleges. The model grew out of the thinking and experience of people with a high level of sophistication in community college education. The credentials of those involved in the creation of this model become evident in the brief history which follows.

Early in March of 1970, Dr. Otto Roemmich, Superintendent/President of San Jose Junior College District, reported that his district was committed to building a second college and that board, administration, and faculty were all casting about for new and better ways of organizing the new college. He asked if Programs in Community College Education, University of California at Berkeley, would arrange a colloquy in which strategies for change and models for change would be discussed. Shortly thereafter, Dr. Joseph Blanchard, President/Superintendent of San Joaquin Delta College District, expressed a similar interest in evaluating their reorganization to a "house plan" not unlike that previously instituted at Cypress College.

A joint meeting of teams of representatives from San Jose City College and San Joaquin Delta College was arranged. Reinforced by contributions from

Dr. Thomas Cottingim and Dr. Ernest Palola, Professor Dale Tillery and the author did act as catalysts and provocateurs to a lively discussion on the process of institutional change. As the subject narrowed to structural change within the community college, some rough ideas on clustering were sketched out.

Not long after this conference, Dr. Roemmich invited Professor Tillery and the author to meet with the committee charged with planning the San Jose District's second campus, later to be called Evergreen Valley College. At this super-charged session, well attended by faculty, administration, and board members, all of whom were in good voice, a great deal was learned about both the positive and the negative dynamics of change. It was also at this meeting that a first attempt to articulate the shape and dimension of the cluster concept was made.

This planning session was followed by a challenge by Dr. Roemmich to commit to paper the basic notion of how centers made up clusters and how clusters made up the college. Once this was done, it became necessary to show how the people fitted into these organizational modules; to develop the people-network. This raised further questions regarding the infrastructure of the college, the ramifying effect of the cluster college on the district organization, and the comparative cost of the cluster versus the traditional model.

In the meantime, Professor Dale Tillery had done a nationwide survey on present and future organizational patterns in community colleges. Throughout the same period the author was working with Contra Costa District Superintendent Karl Drexel and Los Medanos President John Carhart in thinking through the philosophic postulates upon which Los Medanos College would be founded.

Discussion of the potentialities of the cluster model with Dr. Ernest Berg, first President of Indian Valley College, led to an invitational cluster college symposium in which teams from Indian Valley College, from Cypress College, from Chabot College, from Evergreen Valley College, from DeAnza College, from San Joaquin Delta College, and from College of San Mateo exchanged information on their own experiments and graciously listened to theoretical analyses of this cluster model.

Out of all this was refined the model of a cluster community college which is described in this book. This model is not Evergreen Valley College, although the author will be highly complimented if this new college being developed in San Jose closely resembles this conceptualization. This model is not Los Medanos College, although the philosophic underpinnings will have much in common. This model is not Indian Valley College, nor Cypress College, nor Chabot College, nor any other colleges experimenting with new organizational patterns, although the author does recognize his indebtedness to each of these innovators. This model does not exist in reality. It exists only in the minds of those who had a part in developing it. Hopefully, some readers of this book will shape this model to their own local context and will then transform idea into fact. Until then, and for the purpose of identification throughout this book, it will be called The Peoples' Community College, a sister college to City Junior College in the Metropolitan Junior College District.

Charles C. Collins

Chapter 1

NEED FOR A NEW ORGANIZATIONAL MODEL

Since the mid 1960's, education in general and higher education in particular has been everybody's whipping boy. But, by 1972 the United States was spending $24 billion to operate 2,573 colleges which were providing some form of higher education to over 8.5 million citizens (The Chronicle of Higher Education, 1972). A social institution of this magnitude cannot be all bad.

Actually, anyone who has travelled in or read about the various countries of the world is obliged to be impressed with the high degree of correlation between universal education and the general welfare of the people. Even societies with universal elementary education are better off than societies where illiteracy is rampant. "Every society buys the education it can, or thinks it can afford and ends by being able to afford the kind of education it has bought" (Collins, 1969, p. 39). Most Americans would still agree with this 1964 statement of the Educational Policies Commission: "The goal of universal education beyond the high school is no more utopian than the goal of full citizenship for all Americans, for the first is becoming prerequisite to the second. If a person is adjudged incapable of growth toward a free mind today, he has been adjudged incapable of the dignity of full citizenship in a free society. That is a judgment which no American conscious of his ideals and traditions can lightly make" (Educational Policies Commission, 1964).

Viewed through a telescopic lens, higher education in America looks pretty good, even deserving of some applause. If a microscopic lens is substituted, then all the defects which previously were not noticeable

suddenly come into focus. Higher education, which seemed like an entity, subdivides into prestigious private universities, mammoth and sometimes equally prestigious state universities, liberal arts colleges ranging from elegant to shoddy, state colleges on their way from normal schools and cow colleges to the goal of university status and, finally the fast-growing community colleges. These peoples colleges pop up at the rate of one a week and now number over 1100 and enroll a student body of over 2.7 million (American Association of Junior Colleges, 1972, p. 90).

When the microscope is narrowed to view just community colleges, some rather serious structural faults appear. When the microscope is finely adjusted so that it singles out just one community college, numerous flaws in organizational structure and several danger points become apparent. Such a perspective gives weight to the thesis of Amatai Etzioni (and an underlying thesis of this book) that the easiest way to change peoples' behavior is to change the structure within which they operate; "Solving social problems by changing people is apparently less productive than accepting people as they are and changing their circumstances instead" (Etzioni, 1972). Changed external circumstances trigger internal change within the people and then the dynamic becomes reciprocal and interacting.

Three Structural Anomalies

The name "junior college," and even more "community college," evokes an image of a local, friendly little college where most of the students know each other and where the staff works as an integrated team to effect educational miracles. In the decades before the 1960's this was more or less true and even now a few such colleges exist--at least for their first year or so.

However, for most community colleges in the 1970's this description has little if any relationship to reality.

The fact is that metropolitan and suburban community colleges are big and are going to grow bigger. Miami-Dade Junior College in Florida has over 30,000 students enrolled in its day and evening programs. Of course, not many community colleges could match these outsized enrollment figures yet many metropolitan campuses have been master-planned for nine or ten thousand students. Herein lies the anomaly, for community colleges were simply not structured for such numbers. Unfortunately, they have grown by rapid accretion, not by design; more sections are added, more courses are added, more instructors are added, more administrators are added, and more bureaucracy is added. In this blind process their goals get violated, for community colleges were designed to be student-centered, to offer a close and continuing relationship between student and teacher, to recognize and cultivate the value of individual differences, and to offer each student a friendly and helping hand as he explores his world and seeks to find himself and his place in the world.

These goals are possible when the structure allows the staff and the students to know each other; to know each other very well. They become hollow orthodoxies (still mouthed to pass bond elections and still overworked as shibboleths in commencement addresses) when burgeoning size makes even staff members strangers to each other and alienates the students by making them mere products on an educational assembly line. So--the paradox to be solved, the conundrum is how to provide, at the same time and within the same institution, opportunities for great numbers and an intimate learning community in which staff and students have genuine concern for each other.

A second structural anomaly also becomes increasingly evident with increasing size. Authoritarian administration sooner or later provokes confrontation and, at the other end of the continuum, participatory administration usually generates chaos and diminishes staff productivity. Again, when community colleges were quite small, say a student enrollment of 1500 with a staff of 50, the president with his dean of instruction and dean of students could get enough input from informal contact and from occasional faculty or committee meetings to offer equitable and reasonably democratic administration. This becomes much more difficult when the enrollment bounces to 6,000 and the staff to 200, or worse, when the enrollment multiplies to 12,000 and the staff to 400.

What has resulted all too frequently in fast growing community colleges is a great proliferation of committees, each spending countless hours in understanding and misunderstanding problems and in compromising their solutions with recommendations which might never be heeded and, indeed, might not deserve to be. This does not imply that the faculty and students serving on such committees are fools, nor that the administrators are innately evil people. However, this structure does make it easy for faculty and administration to begin to see each other in just such negative lights and in adversary positions. Such an internal governance structure spawns a militant faculty and an intransigent administration; hence, the rise of power-conscious academic senates, the increased frequency of confrontation, and the shortened professional life and rapid turnover of chief administrators. The problem is that participatory democracy works only when the numbers are small enough for the people involved to participate in a meaningful way. At a size quickly reached, participatory democracy has to be linked into representative democracy.

The third structural anomaly begins with the conflicting recognition that all knowledge is interconnected but that knowledge has to be ordered in some way. The most convenient and the most politic way to order it is by the disciplines in which the various faculty members are specialized. That is the way the universities prepare teachers to order knowledge and the way in which most faculty feel security and comfort. Since the faculty is an organized, articulate, powerful bloc, its security and its comfort becomes a political fact of overriding importance.

Community college students have rather docilely accepted this rigid departmentalization of knowledge. Perhaps the young and/or inexperienced tend to accept whatever they find in the world as being the natural order of things. To be sure, some community college students have grumbled about irrelevancy and an absolutely appalling 50 percent or more have registered their evaluation of the worth of the education they were getting by becoming attrition statistics by the end of their first year (Medsker and Tillery, 1971). They have indeed voted with their feet.

A more logical, if less political, case can be made for the structure of a college to reflect the interconnection and interrelationship of all knowledge. Most learning theorists conclude that people are searching for meaning and that only those with unusual power of abstraction are able to integrate bits and pieces of information or even separate channels of knowledge into meaningful wholes. Most community college students do not have unusual powers of abstraction. They need more help in synthesizing a world view, in fitting the jig-saw puzzle together.

Any first course in a discipline tends to be organized primarily as a prerequisite for the second course in that discipline, the second course for the

third, and so on. This kind of high specialization has been criticized even at the university because contemporary research, too, cuts across old boundaries. If a narrow discipline is inappropriate for the university student, it is even more inappropriate for the community college student. Tunnel-learning makes little sense for those students (70 to 80 percent) who will terminate their education before or at the two-year level. The community college represents their best, if not last, chance to "put it all together," to develop some understanding of a complex world. It makes equally little sense for those students (20 to 30 percent) who will transfer, for they need a broad base upon which to build the increasing specialization of the upper division and post-graduate years (Collins, 1972).

The Department: A Critical Analysis

Academic departments began as part of the solution and ended up becoming part of the problem. They were organized in American universities in the latter half of the nineteenth century to resolve those structural anomalies just described; to subdivide big into small, to involve the faculty in governance, and to give order to the explosive proliferation of knowledge. They were transposed to the undergraduate level as counterparts of the multivocational graduate schools, the rapid addition of which were converting colleges into universities. Organized as a means to give voice to the faculty in the governance of the university, they soon fought to become autonomous fiefdoms within the feudal hierarchy of the university. Finally, departments grew out of the necessity for some categorical order to be imposed on an elective curriculum with literally thousands of highly specialized courses.

As a means of organizing a university, departments have some rather obvious merits. Departments, or to be more accurate, disciplines, claim to teach a method of inquiry and thought (Phenix, 1964). No doubt some do, although it is questionable whether many departments teach how this methodology can be generalized to thinking outside the discipline. Further, it is a moot question whether one set method of inquiry and thought acts more to open and free the mind or to constrict it.

Departments do enhance faculty compatibility for they bring together people who can speak each others' esoteric language and who have like preparation and similar interests. Departments provide a psychological home for their faculty members and sometimes even an academic identity for their students. No doubt some economies are achieved by bringing together in one geographical spot the staff, the students, the laboratories, the equipment, the reference material, and so on. This centralization does facilitate research, for the massing of specialists and the interaction which follows from it certainly should result in the generation of ideas and new knowledge. In an informal, haphazard way the departmental structure sometimes even provides in-service development for teachers, although the emphasis is usually long on subject matter and short on professional development.

When junior colleges began to develop, slowly in the first half of this century and rapidly during the last two decades, they built according to the university departmental model even though it poorly fitted the purposes of the institution they were building. Community colleges are supposed to be student-centered and learning-oriented but departments are basically faculty-centered and teaching-oriented. Further, such teaching is viewed as the dissemination of information, usually by means of the formal lecture, and the concommitant

attitude is that those who are "college material" will get it and the rest do not belong in college anyway.

To some educational theorists, departments are anathema to all undergraduate education, the university included, for they almost force both faculty and students into a specialization that is rigid, narrow, parochial, unbalanced, and with an unhealthy drive for self-replication. Although there might be serious justification for combination of such specialization at the graduate school, at the junior/community college it is absurd. Of course, departmentalization plays into the hands of some technical/vocational instructors and some technical/vocational students who confuse training (the part) with education (the whole) and who see the role of the community college to be that of a training school. This advocacy of high specialization contributes to the separatism of the so-called terminal function of community colleges, to its invidious comparison with the transfer function, to its reduced prestige, and to its low enrollments.

The department reinforces a mind set on the part of faculty and students that knowledge itself is compartmentalized when clearly it is not. The teacher in a department tends to feel he is obliged to concern himself only with the knowledge falling within the confines of his discipline. Indeed, he may not only feel insecure but even unprofessional if he ventures outside his field of expertise. Also, department-oriented teachers frequently feel a compulsion to cover every detail of "their" subject which leaves them no time to interrelate it to other bodies of knowledge.

The student, on the other hand, is trying to make sense out of what he is experiencing. He is searching for a holistic understanding, for some relevancy to his own life and to the questions and problems that perplex him. For each

teacher to strictly follow the departmental approach makes little sense unless it is assumed that students will be able to integrate the knowledge, to draw the conclusions, to synthesize all they have learned, and to extract the implications from it. This requires a power of abstraction and an intellectual turn of mind that most community college students do not yet have. It should come as no surprise when many, if not most, give up the unequal struggle and chalk up college as another failure experience.

Specialization seems to spawn further specialization. As Richard Yeo put it, "departmentalization, the product of specialization, like an abnormally productive amoeba, begets more specialization. . ." (Yeo, 1970). It is now not unusual to find in a moderate sized community college as many as 20 to 25 departments. Even that ultimate absurdity, the one-instructor department can be found. The more firmly established these departments are the more the faculty members give priority to departmental goals over the institutional goals of the college. New faculty members, fresh from their experience with the highly departmentalized university, are quick to pick up the prevailing values, attitudes, and goals of the department to which they are assigned, and, since their lives orbit within the gravitational pull of their respective departments, they may never come to identify with the college nor with the philosophy to which it subscribes.

The Department: A Status Study

In the spring of 1970, Dale Tillery made a study of current and predicted organizational patterns in community colleges. He surveyed the presidents of 688 public two-year colleges concerning present campus organization and the likely directions of change. Almost 80 percent of the presidents responded and in some of the so-called pacesetter states (California, Florida, Illinois,

Michigan, New York, Texas, and Washington)* the response was over 90 percent. The study, entitled "Variation and Change in Community College Organization," contained a wealth of data but only those facts which are germane to the comparison of the departmental model with the cluster college model will be reported here (Tillery, 1970).

In 1970, the organizational pattern in 95 percent of public two-year colleges was some variation of the departmental model--by department, by division, or by department within division. The percentage figures for pace-setter states, for other states, and by total are presented in Table 1.
(See Table 1 - page 11).

The department/division organizational model may appear more cast in concrete than it actually is. Almost 40 percent of the presidents who were queried reported they expected their colleges to change the pattern by which instructional programs were organized. Those anticipating change indicated they expected it to occur early on; even in 1970, and certainly by 1972 or 1973. Of course, presidents are more pragmatists than prophets and are likely to report "no change expected" unless they clearly see the change on the immediate horizon. The surprising fact is that many presidents did see structural change dead ahead. This conclusion is made evident and is broken down in a more discriminating way in Table 2.
(See Table 2 - page 12).

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*A categorization used by Leland L. Medsker and Dale Tillery in their book Breaking the Access Barriers: A Profile of Two-Year Colleges.

TABLE 1

EXISTING ORGANIZATIONAL PATTERNS
(Reported in percentages by pacesetter states and other state groups)**

ORGANIZATIONAL PATTERN AT COLLEGE NOW	PACESETTER STATES							OTHER STATE GROUPS			
	CAL* (96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
Departments only	32.9	21.7	5.9	38.9	28.0	33.3	44.4	25.0	25.2	35.7	28.6
Divisions only	44.7	26.1	52.9	36.1	56.0	14.8	18.5	29.2	41.5	21.4	35.1
Departments within divisions	20.0	43.5	41.2	19.4	8.0	51.9	29.6	42.4	26.8	35.7	31.6
Cluster organization (satellite centers mini-colleges, etc.)	0.0	4.3	0.0	2.8	4.0	0.0	7.4	1.4	1.6	0.0	1.7
Other	2.4	4.3	0.0	2.8	4.0	0.0	0.0	2.1	4.9	7.1	3.0

SOURCE: Dale Tillery,"Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, Sept. 1970, page 16. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0.

TABLE 2

EXPECTED DATE OF CHANGE IN ORGANIZATIONAL PATTERNS
(Reported in percentages by pacesetter states and other state groups)**

WHEN CHANGE EXPECTED IN ORGANIZATIONAL PATTERN	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
No change expected	61.0	73.9	62.5	50.0	52.0	48.1	73.1	61.4	66.1	69.2	62.0
1970	11.0	13.0	18.7	23.5	8.0	0.0	11.5	12.1	10.7	11.5	11.7
1971	8.5	4.3	18.7	17.6	24.0	25.9	3.8	12.9	6.3	15.4	11.7
1972	8.5	8.7	0.0	8.8	16.0	14.8	3.8	6.4	8.9	0.0	7.8
1973	6.1	0.0	0.0	0.0	0.0	7.4	0.0	5.0	3.6	3.8	3.7
1974	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.8	0.0	0.4
1975	2.4	0.0	0.0	0.0	0.0	3.7	7.7	0.0	2.7	0.0	1.6
After 1975	2.4	0.0	0.0	0.0	0.0	0.0	0.0	2.1	0.0	0.0	1.0

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, Sept. 1970, page 5. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

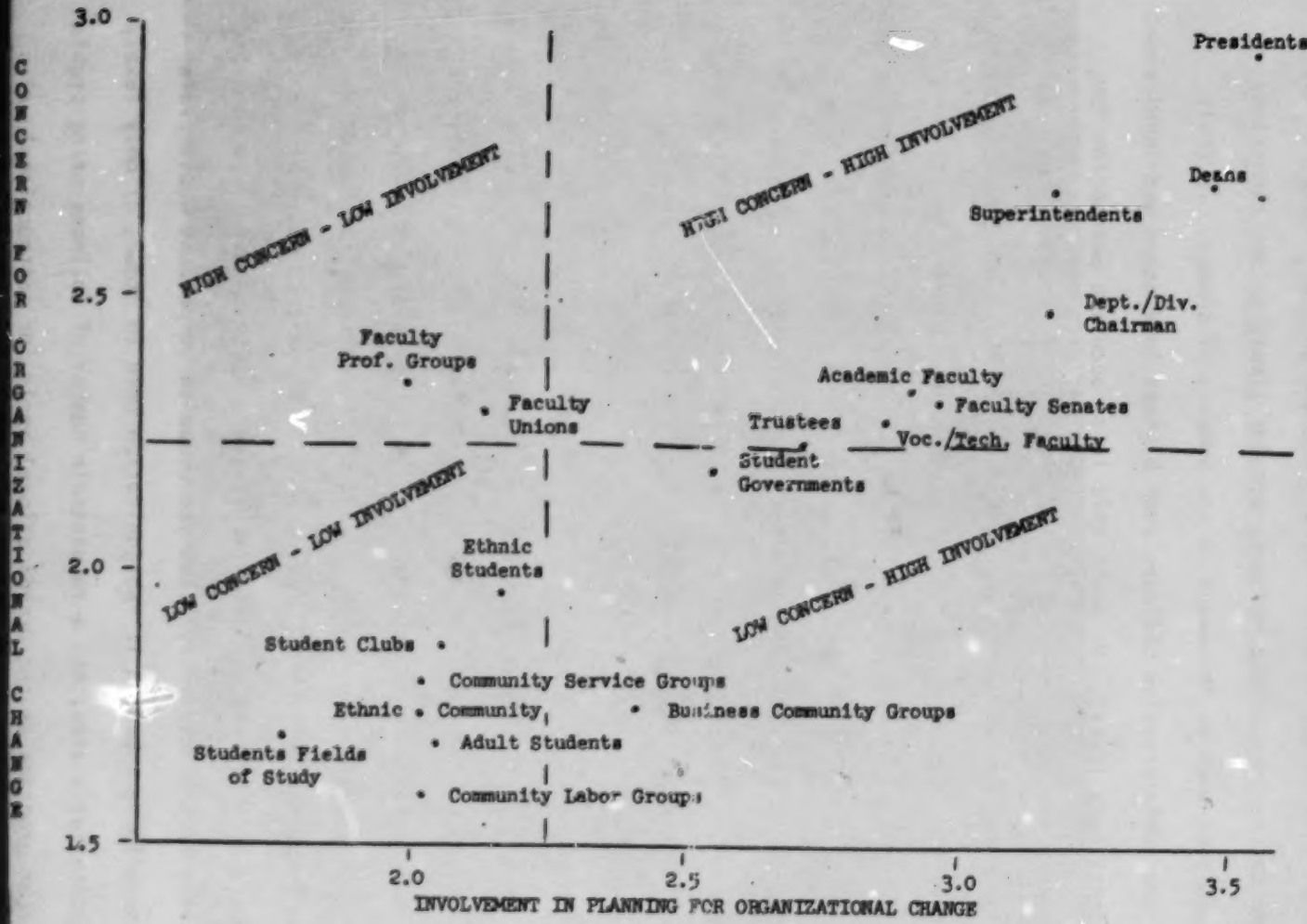
**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0.

The presidents are not just passive reactors to change initiated by others. They rate themselves as having the highest concern for organizational change and the highest involvement in planning for such change. Of course, it was they who made the ratings, and presidents are not likely to see themselves as foot-draggers or even as followers in the process of change. In their perception, the administrative officers rank highest in concern and involvement and the students rank lowest. No doubt this is an accurate perception for, although students may be deeply disgruntled, students do not have the experience, the intimate knowledge, nor the confidence in their own power to become the creators of models for change. Faculties are much better qualified as change agents and are quite capable of either initiating change or blocking it. They are probably better at blocking change than initiating it, for their numbers make them a formidable obstacle but not nimble-footed in leadership. At any rate, Chart 1 shows the perception the presidents have of the concern for change and the involvement in planning for such change for each of several campus and community groups.

(See Chart 1 - page 14)

The questions next posed to the presidents in this 1970 study were designed to get at the direction of the change desired. The beginning, and admittedly oversimplified, answers are revealed in Table 3: a) The conceptual basis for instructional units in ±70 percent of the colleges is that of subject matter areas (departments or divisions) but only ±25 percent would prefer to keep this organizational rationale if reorganized; b) Less than 10 percent are organized along interdisciplinary lines yet close to 50 percent would prefer the interdisciplinary approach if reorganization were to occur; c) only Texas, among the pacesetter states, has a respectable number of colleges using problem areas or career programs as the organizational basis for instructional units

CONCERN FOR ORGANIZATIONAL CHANGE AND INVOLVEMENT IN PLANNING FOR SUCH CHANGE FOR SELECT CAMPUS AND COMMUNITY GROUPS IN PUBLIC TWO-YEAR COLLEGES*



SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, September, 1970, page 7. From the Community College Organizational Change Study, 1970.

*These data are reported by presidents of 542 two-year colleges (79% return). A score of 1 = none, 2 = some, 3 = quite a bit, 4 = very much. The number of cases vary by category since some presidents reported certain categories to be non-existent. For example, 292 colleges out of 542 reported the existence of faculty unions.

yet ±17 percent of all states would prefer this as the model for reorganization. The more exact figures for these conclusions are given in Table 3.
(See Table 3 - page 16)

Not many community colleges in the United States have yet been organized along the cluster college model. A few variations on this model come to mind: DuPage College in Illinois, the satellite centers of Rockland College in New York, the house plan of Cypress College in California, and the cluster experiment of Crafton Hills also in California. Others are on the drawing boards or are in the organizational phase. Admittedly, there are not many shining examples, yet there are some signs that the cluster college concept is an idea that is beginning to ride an upward crest. When the presidents in the Tillery study were asked to indicate the most likely pattern of organizational change, ±20 percent of those in the pacesetter states predicted some variation of the cluster model. Very few said that "departments only" or that "divisions only" would remain on the wave of the future. True, ± 50 percent predicted departments within divisions, but perhaps in a vague way their vision was parallel to the centers within clusters which will be fully explicated in the model to be presented in this book. This, of course, is speculation, yet Table 4 does reflect a moving away from departments and divisions and a moving toward the more interdisciplinary approach inherent within the cluster concept.
(See Table 4 - page 17)

In this chapter, the need for a new organizational model has been explored. Three structural anomalies within community college organization were described. An indictment was levelled against the department. And finally, a study of variation and change in community college organization was

PRESENT AND PREFERRED CONCEPTUAL BASIS FOR INSTRUCTIONAL UNITS
(Reported in percentages by pacesetter states and by other state groups)**

CONCEPTUAL BASIS FOR INSTRUCTIONAL UNITS	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
A. Subject Matter Areas:											
1. As now organized	81.9	81.0	100.0	76.5	95.7	59.3	85.2	57.6	72.6	50.0	71.2
2. Preferred if reorganized	26.9	16.7	7.7	8.8	38.1	13.0	37.5	26.2	28.7	32.1	25.6
B. Interdisciplinary Programs:											
1. As now organized	7.2	4.8	0.0	11.8	0.0	3.7	0.0	10.1	6.0	6.7	6.8
2. Preferred if reorganized	56.4	50.0	69.2	58.8	42.9	43.5	33.3	36.1	46.3	35.7	45.4
C. Problems Areas or Career Programs:											
1. As now organized	1.2	0.0	0.0	0.0	0.0	22.2	0.0	16.5	8.6	10.0	8.3
2. Preferred if reorganized	6.4	11.1	23.1	20.6	14.3	21.7	8.3	23.0	17.6	17.9	16.9

TABLE 3

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, Sept. 1970, page 14. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0

TABLE 4

MOST LIKELY PATTERN OF ORGANIZATION CHANGE
(Reported in percentages by pacesetter states and by other state groups)**

MOST LIKELY PATTERN IF ORGANIZATION CHANGED	PACESETTER STATES							OTHER STATE GROUPS			
	CAL* (96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
Departments only	3.8	4.5	6.7	2.9	13.0	3.8	13.6	10.9	7.1	17.4	8.1
Divisions only	23.1	13.6	53.3	17.6	26.1	23.1	22.7	22.7	22.1	34.8	23.6
Departments within divisions	50.0	54.5	20.0	52.9	43.5	53.8	50.0	51.6	58.4	43.5	51.4
Cluster organization (satellite centers, mini-colleges, etc.)	20.5	22.7	20.0	20.6	17.4	19.2	13.6	14.1	8.8	0.0	14.7
Other	2.6	4.5	0.0	5.9	0.0	0.0	0.0	0.8	3.5	4.3	2.3

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, September, 1970, page 17. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0

reviewed. All of this was kept at a background level and was not brought directly to focus on the cluster model which will be the substance of this book. Before beginning to outline the shape and draw in the details of this model, some attention should be given to the dynamics which will determine whether or not such change is possible.

Chapter 2

DYNAMICS FOR CHANGE

Imagine, for the purpose of the model-building which will follow, a western American city with a population of about 400,000 inhabitants. This city has, for several decades, had a junior college which, during the 1960's experienced a doubling and a tripling of its enrollment.

It has been a good college, yet in the last few years its faculty, its administration, and its board of trustees have all felt that something has gone wrong, that the college suffers from some malaise, that it is no longer meeting the hopes and promises it once offered the people of the city. The students are restive. The more liberal faction of the faculty is very receptive to new ideas. The administration realizes that increased numbers makes continuation of the status quo impossible and is turned off by the prospect of just building a twin to the first college to accommodate growth.

The administration recommends to the board that a second campus, The Peoples' Community College, be created and that it be designed as a cluster college. The board of trustees is not disinclined toward this recommendation but asks for an inquiry into the social dynamics prompting change, the preconditions required for planned change, and a beginning conception of the form this planned change might take.

The administration responds to this request and, working with students, faculty, and consultants, begins to ferret out some of the reasons why the great promise of community colleges often remains unfulfilled. Some of the culprit factors have been obvious to them for years and others have been long

suspected. They come to see that these factors are actually the creative tensions which are pushing them toward change. These pressures have disrupted the stasis, the equilibrium, the balance of the past, have jarred the complacent from the comforts of the status quo, have pushed even the cautious toward welcoming the opportunity for bold innovation, and perhaps have engendered both the fears and hopes inherent in institutional renewal. The analysis of the dynamics which they submit to the board reads as follows:

Creative Tensions

Social institutions such as colleges do not change unless they have a readiness for change. This readiness grows out of tensions which can be channelled to creativity or can build up to destructive explosions or equally destructive erosion. Most observers of the educational scene--and who in this society are not observers of the educational scene--have experienced these tensions long enough to have developed a familiarity that obviates any need for long explication; one or two sentences, a paragraph perhaps, will trigger the mind to fill in supportive thought.

The first tension, previously discussed in a different context, is the incompatibility of structure with size. Junior colleges could be academic communities when they had enrollments of 800, 900, 1,000; but how, with existing structures, can community colleges develop a sense of community when enrollments reach 5,000, 8,000, or 10,000? The resulting effect of explosive growth is an inexorable progression from organization to bureaucracy to regimentation.

Increased size has increased the rigidity of hierarchy. The hierarchical pyramid tends to isolate the board and administration just as it tends to make

insignificant the individual staff member and to demean the student. The communication links among board, administration, faculty, and students become tenuous, frequently break, and fragmentation follows. Since the fragments are human--made up of people--it should come as no surprise that these fragments often become self-serving and antagonistic to the power structure and to each other.

There is a second incompatibility, also destructive to creating an integrated college: the incompatibility of structure with goals. The highly touted goal of community colleges is to help each student develop as an integrated, self-fulfilling man. The internal structure of these colleges often fosters only a fragmented dissemination of information--each instructor teaching his narrow discipline. The goal is universal opportunity for continuing education beyond high school. The structure, on the other hand, still has many aspects of the elitist university which is openly and admittedly designed to winnow out those not cut to A.B., M.A., or Ph.D. specifications.

The third tension arises out of the loss of institutional identification and a drift toward individual alienation. In a small college, where the staff knows the students and where the students know each other, the social climate fosters a sense of belonging and builds identification with the institution. In colleges where the president may not even know all the staff and where most of the students have never even seen the president, there can hardly be easy communication or a feeling of being a vital part of an academic community.

Both students and staff members need little universes in which to gravitate--units like the neighborhood or small town where familiarity and acceptance are almost guaranteed. This basic need accounts for many

instructors identifying with their disciplines, with their departments, rather than identifying with the primary goals of the institution. Unfortunately, most community colleges have not provided these little universes; maybe in a small way for faculty, but not at all for students.

The historic separation of functions within the junior college seems to be leading toward a divisiveness among functions. As in Orwell's Animal Farm, some are more equal than others. The technical/vocational or, as it is thoughtlessly called, the terminal function, has had this problem of status almost from the beginning. This tension of prestige differential has frequently been given institutional endorsement through structural, if not geographic, separation of the vocational education function from the more prestigious transfer function.

The terminal transfer separation is only the most obvious example of divisiveness. There are others. The same problem obtains with the remedial function. Extended day programs are often pale and inappropriate imitations of the daytime offerings. Community services are often looked upon as frilly entertainment and are rich or poor depending on whether they can garner special tax monies or extramural funds. Those serving the student personnel function, once seen as the champions of the students, are now under fire because of their retreat to a counseling fort well secured by closed-door cubicles, by long-range appointment schedules, and by a front line of defending clerks. The point: organizational structure has often fostered divisiveness rather than diminishing it.

The fifth tension is the growing awareness of the need for the organizational structure to fit the new power dynamics. Prior to this last decade, the flow of power was very channelled and followed the physical principle that

flow is from top to bottom. A pyramid with the president on top and the board of trustees levitating above him seemed natural, inevitable, and eternal. Not so now! There are power sources in every segment and the flow can be upward or downward--academic senates, faculty organizations, student power, the unions of the classified staff, the power of the state board of governors, and the power of charismatic leaders (in or out of the administration) who build constituencies that make them quite independent of the legal power structure.

The problem now is to analyze the reality of the new power dynamics and to try to incorporate these power blocs into a structure that provides for their contributions to policy formulation, thereby allowing them to work within the system giving them an option more viable than that of confrontation. Conflict of wills is part of the human condition; the mark of leadership is not to avoid or suppress conflict, but rather manage it.

Still another tension is created by the countervailing forces of centralization and autonomy. The pressures of population, the money crunch, and the increasing demand for efficiency move the community college toward centralization, toward large campuses in multi-campus districts, toward control by coordinating councils and state boards of governors. At the same time, the need for self-actualization, for acceptance of individual differences, and for breaking the traditional mold sets up counter drives toward autonomy, toward creation of small universes, and toward demands for voice in the making of significant decisions.

The seventh, and the last of the potentially creative tensions, grows out of the twentieth century paradox of a technology that demands high specialization but in a world that is shrinking into a global village. The hope is that the totality of educational experiences will shape the student

into something resembling an educated person. But people are not made in an additive fashion, and the organizational structure of the college does not often provide for coordinating all the necessary interdependencies, e.g., the course objectives and course content in the department of police science do not get coordinated with the course objectives and course content in the department of sociology. "Special studies," says Buckminster Fuller, "are studies that produce specialists, and specialists are people about to be replaced by computers. The main task of the human intellect is to put things together in comprehensive patterns, not to separate them into special compartments" (Taylor, 1970).

Pre-Conditions Required for Planned Change

There are certain conditions that must prevail if planned change is to occur with any chance of success. These pre-conditions are: 1) resources, 2) institutional readiness for change, 3) establishment of priorities, 4) strong advocacy, and 5) broad participation.

Education cannot be bought on the cheap and the model which is being conceptualized is no exception to this truism. The board of trustees must give reasonable guarantees that there will be sufficient resources to make The Peoples' Community College into a distinguished institution. There must be sufficient people--hopefully dedicated ones--to staff it. There must be money, not just for creation of a standard, traditional college, but enough to finance promising innovations. There must be facilities and these facilities should, in essential regards, follow the cluster concept developed and endorsed by the professional staff.

"An organization, in order to be amenable to change, must be open to self-study and analysis" (Cottingim, 1971, p. 37-38). The creative tensions just

outlined speak to the point of institutional readiness for change. These tensions are omnipresent; hence also within the Metropolitan District of which The Peoples' Community College will be a part. They can be utilized and point the road toward corrective change, or they can be road-blocked and corked-up until they burst forth in most disruptive fashions or until they erode away good will, commitment and morale.

Sooner or later there has to be some agreement on priorities; a reasonable consensus that this is more important than that, that X has a higher priority than Y. To have such an ordering of priorities, the people concerned have to know where they are coming from, what their basic philosophic tenets really are. Further, they must have the big, if perhaps vague, picture of what the future will be like.

Hopefully, self examination will lead this district to the commitment that the purpose of education is to help each person experience more fully, live more broadly, perceive more keenly, and feel more deeply in order to gain self-fulfillment and the wisdom to see that his own fulfillment is inextricably tied to the general welfare. Continuing dialogue should lead to a consensus that vocational training for work, important as it may be, is only one aspect of education for full maturity. As to the future, it is almost axiomatic that the pace of change will accelerate, that education will be seen as a lifetime process, and that people will need a broad enough educational base to change not only their occupation, but also their whole world-view and style of life--perhaps not once but several times.

Planned change requires some energetic and dedicated advocates. All people cannot, and most choose not, to be such advocates; but all should be willing to honor those who try by giving them their thoughtful attention.

This advocacy has to be by articulate spokesmen who can capture, meld, and articulate the ideas of the many and, with some dispatch, guide them to the point of decision and action.

It is wasteful and ultimately self-defeating for those with institutional authority to disregard the multiple competencies and leadership of those with whom they work. When staff people see their potential contribution not wanted or not seriously considered, their identification with the proposal becomes stretched if not broken. The plain and simple fact is that the planned change will not stick unless there is wide commitment to it (McGregor, 1960).

The creative tensions existing within a college may push it toward the brink of change and, if the necessary pre-conditions for change are there, breakthrough may come quickly. But change to what? The direction which the change will take will follow the philosophic guidelines that exist in the minds of those effecting the change. They will have to examine and reexamine and continue to examine those difficult and controversial questions. What is the nature of man? What is the human condition? What is the educational context? These are the bedrock questions to which attention will next be turned.

Chapter 3

SOME WORKING POSTULATES FOR THE PEOPLES' COMMUNITY COLLEGE

People act upon the basis of that which they believe. Every policy decision that is recommended for board action, that comes from the superintendent's or president's office, that is initiated by faculty or student groups, that is manifested in day to day operation of a college could, if time permitted, be traced back to a philosophic postulate. But, the direction should be the other way. Decision and action should grow out of a conscious and agreed upon philosophic base.

If people are to know where they presently stand and where they want to go, they need first to think about where they are coming from. Certainly, those involved in the creation and development of a new college need to think about and arrive at reasonable consensus on the assumptions, the premises, the philosophic postulates which will be the foundation supporting the whole edifice which they will build.

What follows is an attempt to make capsule position statements on the nature of human beings, on the human condition, and on the educational context. Each postulate will be given some elaboration as to its implications for educational policies. Many, perhaps most of these postulates, will spark controversy and are not expected to capture universal acceptance. They are offered not as points of arrival but as points of departure for thinking and discussion in the founding of The Peoples' Community College. It is difficult to be tentative, qualifying, circumspect, and modest, yet at the same time, condense a complex concept into bouillon cube size. The postulates are almost certain to sound either platitudinous or Delphian. Further, no listing of

philosophic postulates could pretend to be a complete listing, yet a beginning must be made.

On the Nature of Human Beings

Men and women are deserving of respect not only for what they are but for what they have the potential of becoming.

It is both fact and promise that most people have the potential to learn more than the most able now learn. William James, the great American psychologist, calculated that the normal human being is using less than 10 percent of his brain power (Otto, 1969). Can any educator who believes this, label a student with the tag "not college material"?

To know that potential dwarfs performance is most reassuring and to have the faith to act on it is most essential to the whole concept of democracy. If the ordinary citizen does not have the potential to learn to cope with an ever more complex world, then rule by mental aristocrats makes sense as does restricting higher education to a mental elite. In an aristocracy, only the few who rule get educated and the rest get trained to perform with efficiency and contentment the tasks assigned to them. In a democracy, everyone has some voice in the big decisions, hence everyone needs maximum education in order to participate with knowledge and wisdom. As Robert Hutchins once said: "The choice is clear: either we should abandon universal sufferage or give every citizen the education appropriate to free men" (Hutchins, 1972, p. 47).

To any one person, the most important life extant is his own.

Society in the abstract may rule that the lives of some people are more important than the lives of others, but in the concrete, the questions must be asked, who is qualified to make the ruling and what criteria shall be used in

making such an arrogant cost benefit analysis. If it were demonstrable that some lives are more important than others, that responsible people in authority are capable of making this judgment with high validity, and that the criteria have been agreed upon by consensus, then it might be reasonable to rule that this person shall be admitted to college and that person shall not. In the absence of any one of these pre-conditions, the only equitable policy is one of equal opportunity, of open door admission, of allowing each student to make his own judgment on whether he can profit from the college experience.

Each human is a social being plagued by many fears. He needs a primary group with whom to relate.

Each person recognizes that his life is dependent on others but in varying degrees. Strangers or near-strangers will be callously indifferent to his dependency needs. It will be the "significant others," those with whom he has established more than a casual relationship, to whom he will turn for protection against that which he fears and to whom he will look for applause for his little victories and successes. Without such a primary group a person will suffer from alienation even though constantly surrounded by hundreds or thousands of strangers. If this is true of people in general, it is even more true of college-age students who are breaking away from the family and are in search of a new primary group of "significant others," with whom to relate.

Competition is not the only nor even the most important mainspring of human behavior. Survival of the individual in a society depends more on cooperation than it does on competition.

An educational system designed as a race or contest with a few winners and many losers may be right for a meritocracy, a natural aristocracy, but such

a system is not right for a democratic society. Democracy recognizes that the plural needs of the society require full developments of the plural qualities of all the people. Unfortunately, schools and colleges have often modeled themselves along the lines of Social Darwinism, of survival of the fittest. This may serve the principles of capitalism but it does not serve the principles of democracy. For colleges to act as certifiers of the competence of people to perform certain employment functions should not mean that colleges become a culling machine. The most important human functions are to live as a decent human being, to act as an intelligent citizen, to lead a meaningful life, to relate with minimum harm and maximum benefit to other people. These crucial functions are not limited to any elite nor should preparation for them be so limited.

It is within human nature to try to maintain and enhance that which is experienced as life. Levels of maintenance and enhancement of life are a function of learning. Hence, it seems reasonable to conclude that each person has a built-in motivation to learn that which he perceives to be relevant to the maintenance and enhancement of his life.

An extreme example will prove the point: an infant has a mental age of an idiot and would remain one if it did not learn to maintain itself and to enhance itself. A normal infant does have a drive to learn and manages to learn an amazing amount at an amazing rate during its first few years of life. There appear to be many kinds of conscious and unconscious factors that complicate, even obstruct, the operation of this simple motivational system in the developmental life of every person. Nonetheless, if the postulate is true in essence, failure of students to learn is as much a failure of society's educational system as it is a failure of the students. If students learn at the D or F level, perhaps they have had D or F level teaching (Collins, 1965).

For most human endeavors, reward is a better motivator than punishment. Likewise, intrinsic reward is usually a better motivator than extrinsic reward.

Intrinsic reward is experienced when the person--the student--perceives the process, the moment to moment activity, as contributing to him and to his world (to his maintenance and to his enhancement). More often than not, academic punishment is counter-productive. Flunking students out of college is almost as absurd as discharging sick people from the hospital. The extrinsic reward of A to F grading sets up a system where some (those who need it most) have to lose if others are to win. Further, it encourages conformity and pandering and, for many, tends to confuse getting educated with getting good grades.

Most learning is an affective as well as a cognitive experience.

Mind cannot be separated from body; the brain is not a thinking machine that is neither oiled nor fuelled by emotional juices. Man is all of a piece and his emotions are part and parcel of him. Not much has been gained if his mind has moved beyond racism but his emotional attitudes have not. In this swirl of thinking and feeling, the teacher cannot stand as some authoritarian oracle or even as a dispenser of facts. The teacher needs to see himself as a facilitator of learning and as such he needs to be as much at home in the affective realm as he is in the cognitive domain. This point speaks to the issue of the initial preparation of teachers and, more important, to the continued professional development of faculty. If this is true for the classroom instructor, it is doubly true for the counselor.

The common man, the average person, the ordinary citizen has fundamental competence to learn to direct his own destiny and to participate in directing the affairs of his society.

It is quite possible that the common man may have a better head for wisdom than for detailed knowledge, for wisdom probably flows as much from character as it does from a vast storehouse of facts. Since mastery in many subjects cannot be expected of the average citizen, great reliance on the inductive method in learning may be misplaced. Those with average intellectual endowment may be better served through help in extracting and understanding basic principles followed by clear statements on the application of these principles to the process and problems of living. Command of a great array of facts may be less important than understanding the implications of such facts. One does not need a Ph.D. in biology to understand that a polluted world becomes uninhabitable nor does one need expert military knowledge to know that major wars in a nuclear age can only be lost, never won.

The world grows and will continue to grow more complex; hence a higher level of integrated knowledge is needed to deal with it.

The level of competence required of the citizen to choose wisely among known alternatives and thereby direct his own and his society's destiny rises in direct proportion to the society's increasing complexity. Most people are aware that scientific and technological knowledge multiplies and particularly those who have an economic and nationalistic orientation are usually willing to support increased education on this basis alone. However, many are less willing to see that the political, social, and ethical complexities of the

present society have already outgrown the sophistication of the general citizenry and that frightful dangers lurk behind oversimplified answers to such complex problems.

Freedom is never absolute for freedom is really the capacity to make behavioral choice among known alternatives on the basis of the probable implications and consequences of that choice.

A person is not born free; he is educated to be free. He must have knowledge of the options open to him and must be able to analyze what the personal and social consequences of each option are before he truly has freedom of choice. Looked at this way, extending education for choice-making to the many not only makes more people free but also checks the whimsical license of the powerful and makes responsibility integral to the definition of freedom.

Again, freedom is never absolute for in any social order the state must exercise some abridgment of the will of every one individual in order to broaden the freedom of all individuals.

As a social institution, as an arm of the state, the college may make rules, may endow certain people with power over others, may establish priorities of values, may require that all students be exposed to certain learning situations, and in many ways limit the unbridled exercise of the individual's will. Such constraints certainly do reduce the choices for action, the options, of the individual. There is no alternative to this if the welfare of the many is to be served in a manner at least equal to the welfare of the individual. This logical conflict of man versus the state, this paradox, can only be resolved by seeing the individual as part of the state; by involving all those who are affected by decisions as active participants in the decision-making process (Mayer, 1969).

As the biblical allegory warns, to partake of knowledge is to assume an onerous burden, for to know of good and evil requires that one act for good or for evil.

It is difficult, if not impossible, to get off the hook. "The great end of life is not knowledge but action," said the biologist and teacher Thomas Henry Huxley. W.H. Auden echoes Huxley's dictum in his poetry, "Act from thought should quickly follow: What is thinking for?" Conventional wisdom says the end of this line of argument is violation of the objective neutrality that is supposed to be an attribute of academic freedom. But is this true? If the teacher or counselor exercises scientific rigor in the collection of data and the analysis thereof, then does he not have a responsibility to forcefully state both the conclusions and the social implications of his thinking? It is hardly an act of responsibility to present only facts and build no bridge for the student to cross over to conclusions. It certainly is not an act of responsibility to safely hide behind a facade of objectivity or to pretend that all points of view have equal validity. Resolving conflicts between nations by use of nuclear bombs is not a viable option. Organizing a society along racial lines is not a viable option. Countenancing pollution of this fragile planet is not a viable option. An ever expanding gross national product is not a viable option.

As Milton Mayer suggested, humanity faces not a crisis in knowledge but a crisis in morality, in ethics. (Mayer, 1964)

In most areas of concern, man does not suffer from a dearth of knowledge nor does new knowledge hold much promise for getting him out of the trouble which he has created for himself. Further, it does not do much good for only

a few people to think out the ethical implications that follow from knowledge. The big decisions on social issues require that most men and women know the implications of knowledge even if they do not know the details of that knowledge. No one can be an expert on everything and most do not become an expert on anything. If this is granted, then the priorities for the educator become clearer: he emphasizes the implications of knowledge to the many and he emphasizes the details of knowledge to the few. It is not only absurd but also dangerous to focus on knowledge for the few while the moral wisdom of the many goes undeveloped. Relating this to the definition of freedom, the teacher or counselor presents the knowledge needed to understand what the options of action are and then helps the student to explore what the consequences of each action might be.

The more rapid and profound the changes in a society the less reason there is for early specialization in education.

There is no way to prepare specifically for occupations that have not yet been created. There is no way to teach specific solutions to social problems that have not yet been clearly perceived and defined. The constant factor in this fluid situation is thinking. It is possible to develop the means of thinking; the media of words, numbers, graphics, images, and other symbols; the logical and psycho-logical methods, the attitudes of approach; the exploration of what is worth the doing; and, of course, the knowledge of the known to be utilized in dealing with the unknown.

The overriding obligation of an educational institution to the society which supports it is not necessarily to increase the gross national product but to improve the quality of life of the people in the society.

G.N.P. and quality of life are not synonymous terms. Perhaps Gross National Services should be the area of expansion. There is beginning evidence to suggest that G.N.P. must be curtailed to avoid ecological disaster. "The white man knows how to make everything," said the great Sioux chief Sitting Bull, "but he does not know how to distribute it" (Brown, 1971, p. 402). The task may be to counsel people to want a more equitable distribution of material goods rather than an elevation of their own material standard of living. An educational system oriented toward improving the quality of life is significantly different from an educational system oriented toward increasing the gross national product.

Any social institution and the people in it, most particularly a college, should be more process-oriented than end-oriented, should be more now-oriented than future-oriented.

This planet Earth and the people on it are not going anywhere in particular. They are just going. Since people can remember what transpired in the past, they can project what may happen in the future. But, they cannot live in the future; they can only live in the now. The present is, in fact, always spacious. A now-orientation does not obliterate the past for a wealth of memories enriches the present. Neither does a now-orientation draw a curtain in front of the future for the marvelous human capacity to imagine, to fantasy, gives continuity and meaningfulness to the existential moment. What a now-orientation does is to assure relevance. It is also a corrective for the hoary delusion that some educated supermen will create a marvelous future not only for themselves but also for all lesser mortals. As Leonard Woolf titled his last book, "It is the journey not the arrival, that matters" (Woolf, 1970).

On the Educational Context

Higher education is not so much a right or a privilege as it is an investment of great potential for the individual and for the society.

Higher education can hardly be a universal right, a birthright of all humans, for there are many societies whose economies could not presently sustain it. Even in rich America, if it is a right it is one in conflict with other rights for top budgetary priority. On the other hand, to make higher education a privilege is to blackmail those youth who accept the privilege into conformity. Neither of these are defensible absolutes upon which to base higher education. However, if it can be agreed that higher education leads more to good than it does to evil, then it can best be justified as an investment that promises high return to the person experiencing it and to the society of which he is a contributing part.

Elusive as truth may be, serious searchers after truth seem to agree that it must lie within the unity of knowledge.

Everything cannot be taught or learned at any one moment of time and it is convenient to treat knowledge in what appears at any one time to be its natural subdivisions. Unfortunately, this often leads both the teachers and the students to perceive only one segment of knowledge. This kind of narrow focus can result in distortion, can put rigid boundaries on thinking and can prevent moving up to a higher level of synthesis. Yet, interrelationships cannot be made if people do not know precisely what is being related to what. It is an age-old and unsolved problem. Perhaps man's penchant for breaking things down into a size he can handle needs to be respected but at the same time compensated for. Certainly looking for "renaissance men" in the hiring of

college faculty would be one form of compensation. Avoiding rigid departmental organization would be another. An even more promising compensation might result from organizing curriculum around problem areas that embrace many fields of knowledge or career families that cut across disciplines or on the geometric model of an upward spiral with a very wide base.

Some knowledge with its attendant attitudes and values is more crucial for everybody to know than other knowledge.

If the above statement is true, then it justifies having certain curricular requirements. Requirements are not a violation of personal freedom if those people involved have a voice in saying why, what, and how much should be required. Those involved are not just the students who will meet the requirements but all representatives of groups who stand to lose or gain by imposing the requirements. Hence, the decisions on what is important enough to teach to everybody should probably be initiated by faculty and administration and reviewed by the students and the elected representatives of the people. Whether the required exposure would be by a pattern of courses or by permeation of all courses depends upon the breadth and depth of the faculty members' own general education and their ability to use their speciality as a means to teach the general knowledge that all must have.

The curricular offering of a college and the curricular requirements imposed by the college reflect a collective judgment of what is important to learn and to know.

It is doubtful if any society can now afford a laissez-faire education system any more than it can afford a laissez-faire economy. It is an absurd mis-reading of freedom to define teaching as the instructor "doing his thing"

or to define learning as the student "doing his thing." To move quickly to the ultimate in this argument, if human survival and/or planet survival is in jeopardy, then every college must become a college for survival. The judgment is on how perilous the threat, not on whether there should be total response to a total threat. The judgment on what is important enough for all to learn has to have input from those who are specialists in the various fields (scholars), from those who will do the teaching (educators), and from those to whom the teaching is directed (students). This kind of collective judgment generates the authority to override individual freedom in the interest of the general good.

Education for development as a total person deserves a higher priority than training as a worker.

A person is an economic unit only a number of hours each day and a portion of his life. He/she is a human being all hours of the day and all portions of his/her life. For him, for his family, for his associates, and for his society, it is essential that he be educated to be a decent human being. It is difficult to say exactly how one can best be educated for manhood, but it is very apparent that simply training for manpower does not do the job. Education has to begin with command of the symbol systems through which all learning and communication takes place. Further, it is evident that one must know his relationship to the physical and biological world in which he lives; must understand the significant experiences, the heritage, of his forebears; must comprehend and deal sensitively with the dynamics of individual and group behavior; and, finally, be able to appreciate the pleasures intrinsic to all forms of beauty. To give priority to education for manhood over training for manpower is only to reaffirm the truism that the whole is greater than any one part.

The line and direction of education is best described by an ascending spiral.

Education should be open-ended; entry and exit should be possible at any point; it often doubles back upon itself but in an ascending fashion; for any one person, its span of time and distance should have the same kind of infinity as the person's life. Seen in this light, terms such as "college-level" and "adult education" and "transfer" and "terminal" have no real meaning. And- to base structure and programs of a college on concepts that have no real meaning is absurd.

Education should be viewed not as a discrete phase in life but rather as a process, sometimes formal and sometimes informal, that goes on throughout life.

It is only tradition and restriction of time availability which have fostered the now waning notion that education is an enterprise only for youth. Labor statisticians are fond of saying that the production worker in the economy of the foreseeable future will be obliged to change his occupation five or six times in his lifetime. Will not this worker-citizen be obliged to periodically update his conceptuallzation of such a complex and changing world? Such occupational and societal flux argues against early entry into narrow channels and argues for the model of an upward spiral that allows people to get off at normal stopping points like that of the A.A. degree or spin off earlier if their life circumstances so order. More important, the spiral should be so constructed that re-entry is made easy and can be at the level of previous exit, not at the beginning point.

Education is not synonymous with schooling. There are many ways of becoming educated and schooling is only one of them.

The historical examples from Lincoln to Malcolm X only confirm common experience and common sense: there are ways of becoming educated without being schooled. What is remarkable is the society's readiness to equate education with schooling and to allow its educational institutions to be geared exclusively for that rather narrow range of people whose aptitude and whose personality traits predispose them toward the academic. Ivan Illich warns that schooling may interfere with education (Illich, 1971). Paul Goodman advocates a twentieth century apprenticeship system (Goodman, 1964). Certainly community colleges open to the whole range of human capacities should be most disinclined to judge success and failure, winning and losing, on the narrow criterion of academic achievement. Community colleges should be the strongest advocates of using plural means to develop the plural qualities of the diverse people to whom they open their doors.

Learning is not limited to the classroom nor does all learning come in semester blocs.

Community colleges should be quick to realize that much learning takes place outside the classroom and therefore be very concerned with proper development of institutional milieu. They should also be willing to devise means of awarding institutional recognition to education that has occurred outside the formal curriculum. Their open door should allow traffic both ways; people into the college and students into the community. In these institutions, the community service function should equal in budgetary and other priorities the transfer function or the technical-vocational function. They should evaluate themselves and insist on being evaluated by others with the broad measuring stick of education, not the narrow one of schooling.

A college should not allow its role as certifier to the society overshadow its primary role of educator of the people in the society.

The responsibility of being certifier to the society of the competence of people to perform important functions has pushed colleges into hedging their bets, into the low risk of selecting only "winners" or eliminating "possible losers." It has also pushed schools and colleges into tracking people into castes and classes. Perhaps this certification function should remain the responsibility of schools and colleges but be performed by this less threatening means: every level in the pyramiding of knowledge would be open to everybody who had demonstrated satisfactory mastery (pass) of the previous level and anyone who had not demonstrated such mastery (not pass) would be allowed, even encouraged, to repeat until he gained mastery or until he decided to move in other directions. This would be consistent with Benjamin Bloom's definition of ability as the length of time it takes to gain mastery (Bloom, 1971).

Perhaps the certification function should be reassigned; maybe it is incompatible with the college's commitment to educate every person to the highest level of which he is capable. It is conceivable that other agencies--professional associations, trade unions, state or federal licensing offices--could be charged with the task of certification thereby allowing colleges to be much less punitive and much more helpful. Such a move might also push much of the specific training for an occupation out of the college and into an internship or apprenticeship operated by the employer.

A community college should serve more as a change agent in the community than as a mirror of the community.

A college cannot help from being a political force and from playing a political role. To mirror the society gives only a facade of neutrality; the net effect of this posture is to protect and bolster the status quo. A more honest approach would be for colleges to admit and accept the fact that they are political but to be scrupulous in their avoidance of partisanship; to take strong positions on issues without ever endorsing or opposing any politician. This describes present reality fairly accurately except that colleges continue to insist that they are apolitical, to fly under the false flag of political neutrality. If colleges are marketplaces--no, battlegrounds--for ideas, can they avoid coming to conclusions and will not many of these conclusions be political? Will not the biologists advocate stern restraint on industrial pollution? Will not the economists suggest that cybernation may make both capitalism and communism anachronistic? Will not the political scientists and sociologists warn against the corporate state? Will not the counselors advise active resistance rather than docile adjustment to the sicknesses that plague the society?

These then are the philosophic postulates proposed as guidelines in the creation of The Peoples' Community College. Many of them concern the substance rather than the structure of the college. But often substance grows out of, or at least is dependent upon, structure. This will be seen as attention is finally turned to the structure of the cluster college model recommended for The Peoples' Community College.

Chapter 4

THE CENTER-CLUSTER STRUCTURE

The preceding statements on creative tensions, on pre-conditions for change, and on working postulates were a preface in which assumptions and issues could be stated before attempting to define a center-cluster concept from which planning for the Peoples' Community College might proceed. What follows is offered as a conceptualization from which substantive variations might flow. It is a structural means whereby small universes may exist with considerable autonomy yet partake of the resources and strengths of a larger universe within whose orbit they gravitate.

The Center

A center is a means of bringing students and staff members together in a community small enough to foster a colleague relationship, an interchange of ideas and understanding, and a concern for each other. This primary unit, a center, does not mean simply a wing of a college where certain departments are housed. Rather, people and programs are brought together because they have something in common; perhaps shared interests, or a compatible system of values, or similar life styles, or related career plans.

Although several alternative organizational themes will be suggested, in this conceptualization it is proposed that the centers at the Peoples' Community College be loosely and broadly hubbed around a spiralling job family, or more accurately, a career category. For example, students with either vague or well-defined interest in the medical services would be brought together within a center. This would include those students who would like to spin off early into employment as vocational nurses, nursing home attendants,

or medical aides as well as those who would like to be registered nurses, dental hygienists, dentists, or physicians. The point is that these students and the staff members in the center would work together in those areas of learning contributing to their common humanity, would stay more together than apart on those core subjects which undergird all of the medical services, and would separate to take those specialty courses required of their particular branch of the job family.

This example was used to illustrate the pyramidal tiering of preparation that is being proposed for each of the centers. There would be education for humanity common to all. Maybe this should be called education for survival for, as envisioned, it would use as its content the perils to the environment, to the body, to the psyche, and to the spirit. In the process, the skills of thinking, of writing, of calculating, of speaking would be developed and honed, and in an integrated way, the student would acquire grounding in the physical sciences, the biological sciences, the behavioral sciences, the social sciences, and in the humanities. Even the student innocent of any notion of career choice would, within his center, be able to get the basic knowledge needed by any educated person and would, of course, be free to explore the specialty subjects in other centers or even other clusters.

Coordinate with such general education would be the core-curriculum common to the job family that would prepare each person for maximum flexibility within this career category; that would allow re-entry for those who entered the job market early and then returned to prepare for a different, possibly higher, branch of the job family. For example: the core-curriculum for medical services would rest on a bedrock course covering the whole life process upon which would be added human anatomy/physiology and the principles

of psychology. Another example: the core-curriculum within the physical science career center would be an integrated foundation course in physical/chemical principles plus a course integrating advanced algebra, trigonometry, and the calculus, and a course in graphics as an essential form of communication.

The third tier would be those courses specific to the job specialty or avocational interest which the student wished to enter. Some examples: welding within the mechanical technology center, air pollution control within the ecology center, retail merchandising within the business services center, nursery school operation within the human services center, life drawing within the art careers center, playground direction within the recreation careers center.

For the student whose career planning called for upper division and graduate work, the specialty courses in the third tier would be the career-oriented courses similar to those that junior colleges have always presented under the banner of transfer courses: for example, organic chemistry, anatomy, accounting, econometrics, physiological psychology, music theory, and so on.

The point should be stressed; these transfer courses are just as specialized and just as career-oriented as the specialty courses taken by students in technical/vocational programs (Collins, 1969). Dentistry and dental assisting are both occupational careers requiring special occupational training. Dentistry simply takes longer, requires special occupational aptitudes, and is better rewarded than dental assisting. They have much more in common with each other than dentistry has with law or dental assisting has with auto mechanics. To group students and categorize courses by the transfer-terminal dichotomy makes much less sense than to group students and categorize courses by broad and spiralling job families and career tribes.

In describing these tiers there has been some skipping over the fact that many, if not most students enter the community college not knowing precisely what career they want to follow. This problem is like a shadow that looms larger than the object which casts it. Students at least have interest patterns if not career predilections which would push them toward some preference of center and cluster. It should be repeated that students in one center would be allowed, even encouraged, to sample courses in other centers and other clusters. Transfer from one center to another, or from one cluster to another, would be as simple and as routine as a transfer of major now is. Further, a student could keep his options open right to the Associate in Arts degree by selecting those general and core courses offered within his center (job family) or within his cluster (career tribe).

The Cluster

It was suggested above that the clusters would be like career tribes. That is not inaccurate, but they could also be described as the logical and traditional subdivisions of man's knowledge; as the major categories into which man's environment, man, and man's activities fall. All categorization is somewhat arbitrary, hence constant refinement is necessary and, even then, there are rag-tag odds and ends that do not quite fit.

As a starting point for the refinement, this five-part segmentation is offered: 1) The Physical World, 2) The Life Process, 3) Economic and Social Institutions, 4) Human Relations, and 5) Man, The Creator. There are careers that fall neatly into these categories and, with a kind of mental shoehorn, almost all job families can be squeezed into one of these career tribes. The careers for which preparation will be given at The Peoples' Community College

should, of course, be determined by continuous and depth study of community needs coupled with known information on statewide and national occupational trends. Until this is done, planning could proceed on the basis of the known and the constant as exemplified in the conjectured breakdown of clusters and centers in Table 5.

(See Table 5 - page 49)

Use of the organization theme of job families and career tribes may seem antithetical to the philosophic thesis that education for manhood should take precedence over training for manpower. Perhaps synthesis can be achieved if it is remembered that no matter what the theme for clustering may be, the curricular structure calls for general education as the broad-based bottom tier, a core-curriculum resting as a second tier upon the general education, and then would come the third tier specialization. To be sure, at any one point in time a student may be taking courses from all three levels or tiers. Even so, the learning strategy and the end objective would be to have specialized training growing as a limb out of the thick trunk of education. This is with good reason for, to carry out the metaphor, the limb needs the nourishment of deep roots and, if by chance the limb gets cut off, a new limb can quickly grow.

There are, of course, other hubs around which centers and clusters could be organized. The one aim of subdividing big into small could even be achieved by random selection of X number of students and Y number of staff members per center and per cluster. This would be one-dimensional and would undoubtedly create more problems than it would solve. Given different expectations from society and different mind-sets among entering students, it would be quite conceivable to organize clusters on the basis of different life styles.

TABLE 5

SUGGESTED BREAKDOWN OF CLUSTERS AND CENTERS*
BASED ON CAREER ORIENTATION

Cluster A: The Physical World

Engineering Technology Center

Mechanical and Construction Trades and Technologies Center

Physical and Chemical Technology Center

Electrical and Electronic Trades and Technologies Center

Mathematics and Computer Science Center

Cluster B: The Life Process

Health Related Careers Center

Ecology Related Careers Center

Agricultural and Botanical Careers Center

Biological Technology Center

Physical Education and Recreation Careers Center

Cluster C: Economic and Social Institutions

Public Administration Careers Center

Finance, Insurance, and Real Estate Center

Business Services Center

Data Systems and Clerical Careers Center

Cluster D: Human Relations

Education Related Careers Center

Police, Fire and Other Protection Related Careers Center

Human Services Center

Ethnic Studies Center

The Home, the Family, and Domestic Arts Center

Cluster E: Man, The Creator

Careers in Art Center

Careers in Music Center

Careers in the Written and Spoken Word Center

Leisure Related Careers Center

*These center titles are offered only as examples and should not be interpreted as specific recommendations of job families for which preparation would be given at the Peoples' Community College.

Rockland College in New York has experimented with small satellite centers where self-selection is based on life style.

If the earth, society, and man are in the mortal jeopardy that many responsible people think, then all colleges should be colleges for survival. One obvious and reasonable way to organize a college for survival would be to parcel the curriculum into the major societal problems that threaten continued existence and let each of these be the theme for a center and with related problems coming together as a cluster. These and other suggestions for alternative themes for clustering are presented in Table 6.

(See Table 6 - page 51)

Whatever the organizational theme might be, it would be a mistake to think that a surgically precise division into clusters and a rigid subdivision into centers would be possible. The five motivations that are the mainsprings for change to the cluster concept are the creation of small universes, the building of community, the reduction of alienation, the fostering of relevance, and the integration of learning. If these motivations are served, it will not matter if somewhat strange bedfellows lie down together.

The Center-Cluster Staff

A bare-bones definition of both center and cluster has been given, but these definitions need to be fleshed-out with the people who will bring these centers and clusters to life. A center would be a grouping of 375-400 students with a professional staff of one counselor and 13 instructors.* Each center

*To avoid any possible misunderstanding, it should be stated unequivocally that this suggested ratio of 13 instructors to 400 students does not mean that every class would be obliged to have 13/400 or 31 students. Class sizes would vary from the smallest of seminars, laboratories, or workshops to large lecture sections. The size of the class would be determined by the teaching strategy for the content being learned. It would be up to the centers and the cluster to reach a level of weekly student contact hours required by the college budget.

TABLE 6

ALTERNATIVE THEMES FOR CLUSTERING

By Societal Problems

Population and Ecology
Cybernation and Post-Industrial Economics
Alienation, Drugs, and Personality Aberations
Erosion of Credibility and Authority
Gaps Between Generations and Life Styles
Science/Technology: Solution or Problem
Racial and Ethnic Justice
National Sovereignty and the Warfare State
Women's Liberation

By Value Patterns*

Intellectual
Materialistic
Artistic
Social/Humanistic
Political
Spiritual

By Life Styles

Creative Arts
Counter-Culture
Economic Oriented
Third World
Service Oriented
Religious/Mystical
Leisure Oriented
Political Activist
Science/Technology Oriented

By Interest Areas

Artistic
Scientific/Technological
Nature/Outdoors
Mechanical/Crafts
Musical
Literary/Dramatic
Human Relations
Economic/Business
Athletic/Recreational
Political/Managerial
Home-Centered
Mathematical
Religious/Spiritual

By Knowledge Categories

Humanities and Fine Arts
Behavioral Science
Social Science
Biological Science
Physical Science and Technology
Communication Arts
Business, Clerical, and Administration
Physical Education and Recreation
Applied Arts

* This is a variation of the scale used in the instrument "A Study of Values" (Allport, Vernon, and Lindzey, 1960).

would have an orientation to a job family or a societal problem, or a life style, or a knowledge category, or a pattern of values, or an area of interest that would integrate the general education with the core-curriculum and the core-curriculum with the specialty courses. Four, perhaps five, organically related centers would grow like peas in a pod, or, to use a more decorous phrase, would connect together into a cluster.

The primary aim of subdividing a community college into clusters and clusters into centers is to create small universes in which people can come to know each other and in which the teaching-learning act has a reasonable chance to succeed. But how small is small? The recommended size for each center has been set at 375 to 400. This is not just an arbitrary and random figure, for the limit even of recognition among people, to say nothing of friendship and group loyalty, is quickly reached. Chancellor Dean McHenry of the University of California, Santa Cruz, refers to the work of psychologist Theodore Newcomb to support the 400 figure for each subcollege:

> Mr. Newcomb's discussion of size and homogeneity is especially apt. He considers that Oxford, Cambridge, Harvard and Yale, and several small colleges have succeeded in arousing effective group loyalties through groupings of a few hundred. He urges that formal membership be kept moderate in size and homogeneous, but large enough for a range of selectivity for companion choosing. One test he suggests is that most students should be able to recognize one another. He says that 300 to 400 is a reasonable guess as to optimal size (Gaff, 1970, p. 14).

Four centers, of 400 students each, make a cluster of 1,600 students. Some clusters might have as many as five centers. Although actual enrollments would ultimately determine the number of centers and clusters, the incremental construction of the Peoples' Community College would approximate this timetable:

TABLE 7

PROJECTED CALENDAR OF INCREMENTAL GROWTH

Opening year	----	6 Centers = 2 Clusters = 2,400 Students
Third year	----	14 Centers = 3 Clusters = 5,600 Students
Sixth year	----	18 Centers = 4 Clusters = 7,200 Students
Ninth year	----	24 Centers = 5 Clusters = 9,600 Students

Development of a sense of community, collegiality, peer instruction and counseling, integration of knowledge, tier levels of general education, core-curriculum, and specialty training are all key ideas in this center-cluster conceptualization. All of these attributes need to be reflected in the make-up of the staff. The basic staff composition suggested for a cluster with four centers is illustrated in Table 8 (page 54). The center and cluster staff mix should not be viewed with a rigid mind-set by which the general and core education instructors are sharply differentiated from specialty education instructors. It will be quite overlapping with some generalists teaching special subjects and some specialists teaching general subjects.

Obviously, this is first conjecture and no doubt time and experience would bring considerable variation in mix from center to center and from cluster to cluster. The most efficacious composition would have to be worked out from initial best guesses corrected by experience.

Whatever the mix, there should be no glossing over of the firm recommendation of a counselor aide for each counselor, a half-time instructor aide or tutor for each instructor, and two para-professional librarians for each cluster. These positions are essential for the collegiality and peer

TABLE 8

SUGGESTED TEACHING-COUNSELING STAFF
FOR CENTERS AND CLUSTERS

Center Staff Size	Cluster Staff Size
13 Instructors	52 Instructors
13 Tutors or Instructor Aides (½ time)	52 Tutors or Instructor Aides (½ time)
1 Counselor	4 Counselors
1 Counselor Aide	4 Counselor Aides
	2 Para-professional Librarians
Center Staff Mix	**Cluster Staff Mix**
2 in Language Arts	8 in Language Arts
1 in Social Science	4 in Social Science
1 in Behavioral Science	4 in Behavioral Science
1 in Humanities	4 in Humanities
1 in Physical Science	4 in Physical Science
1 in Biological Science	4 in Biological Science
1 in Mathematics	4 in Mathematics
1 in Physical Education	4 in Physical Education
4 in Specialty Subjects	16 in Specialty Subjects
1 in Group and Individual Counseling	4 in Group and Individual Counseling

instruction/counseling desired, and make both possible and reasonable the rather heavy instructor-student and counselor-counselee loads.

There is an implicit recommendation in the suggested center staff that should be made explicit. The guidance function should be decentralized. There would be a professional counselor and a para-professional counselor's aide in each center. The counselor would work intimately with his colleagues in instruction and would give leadership to their involvement in academic advisement.

Another recommendation implicit in the staffing is the establishment of library substations in each cluster operated by librarian aides. These substations would contain those books put on reserve status by the instructors in the centers, as well as the specialty journals and specific reference books that would be unique to the focus of the centers within each cluster. All other books, reference works, and journals would be available for general use in the instructional media center (college library).

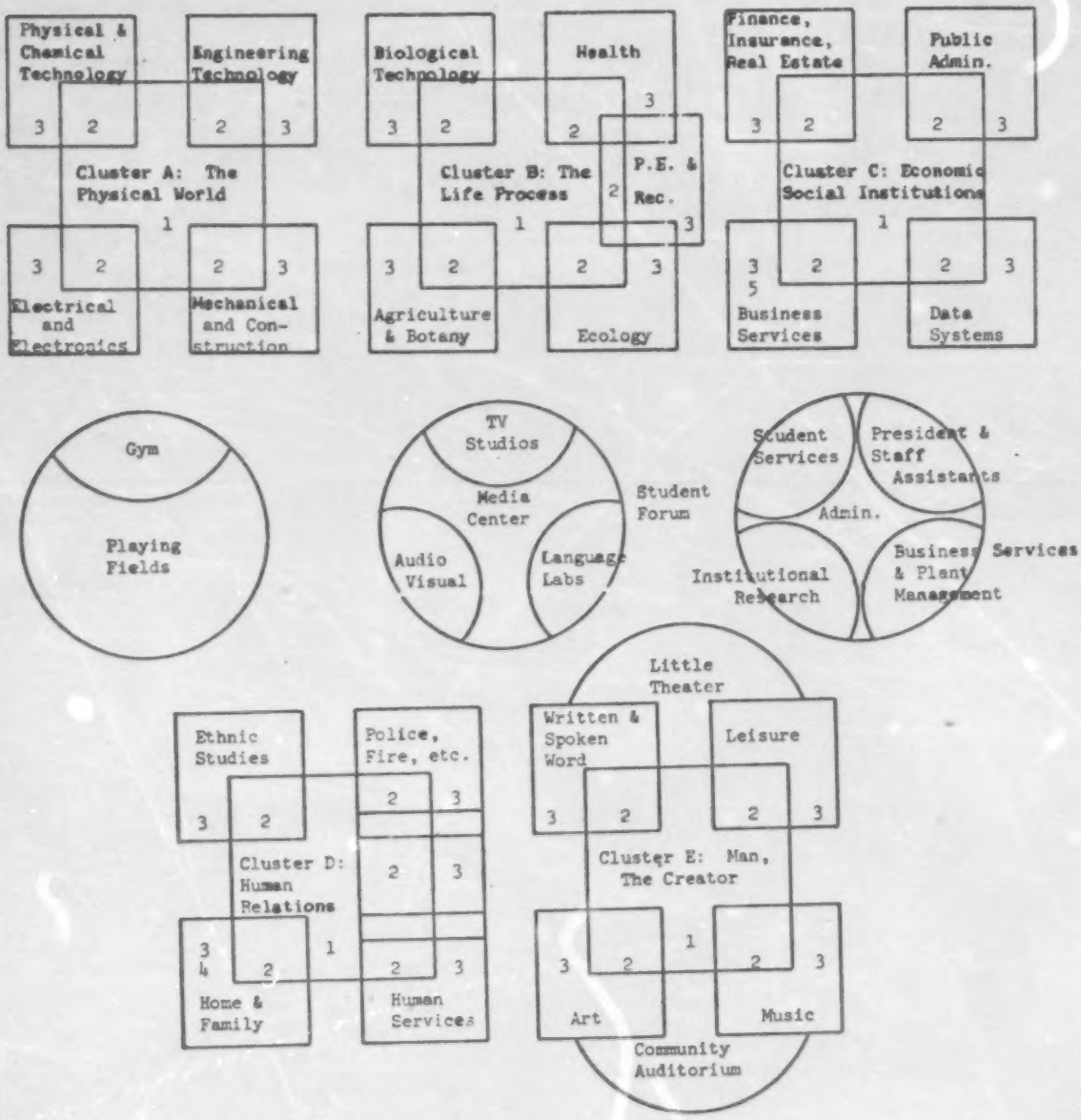
Relationship of Center to Cluster to College

In this spiralling definition, the first circle was that of center, a wider circle depicted the cluster, and the encompassing of the small within the large represented the relation of centers to cluster. But the sprial continues: attention must also be given to how clusters relate to each other and how the college becomes more than the sum of its parts. Chart 2 is a primitive schematic which suggests what the lay-out of Peoples' Community College might be. This is certainly not offered as an architectural rendering, but only as an illustration of relationships. Since everything is represented as geometric figures and since geometric figures look pretty much alike, that which cannot be named will be numbered and then explained in the legend. (See Chart 2 - page 56).

CHART 2

SCHEMA SHOWING POSITIONAL RELATIONSHIPS OF CENTERS, CLUSTERS AND SERVICE MODULES FOR THE PEOPLES' COMMUNITY COLLEGE

NOTE: The positional relationships are arbitrary and only illustrative. They do not reflect the actual architectural plans.



1--The Commons would encompass those facilities and that space which would be used in common by all centers within a cluster. It should include lounges and patios, limited food services, a large, well-equipped lecture-demonstration room, and a library sub-station.

2--Offices for the counselor, instructors and their aides who staff the center. Offices should open into a work-study area that would be home base for all students in the cluster.

3--Classrooms, laboratories, seminar rooms and workshops.

4--College cafeteria associated with the food service management program.

5--Student-owned bookstore and variety shop operated by the students in merchandise management.

A Concluding Remark

In the minds of many people associated with community colleges the usual picture evoked by the term "community" is that piece of geography surrounding the college which is filled with taxpayers. If the college is providing services to those taxpayers and to their children the college is said to be a community college. By such a definition any tax-supported educational institution providing services to its supporters is a community college. But community means more than that.

To build community into the community college requires that people know each other, that they have some common bonds, that individuals feel accepted as part of the group, and that members identify themselves with a social unit which has some goals to which they all subscribe. These conditions are not to be found in most large community colleges nor even in many of the smaller colleges. Perhaps these conditions could be achieved, however, if the internal structure of the college were rebuilt to reduce alienation and to foster community. Hopefully, the schema developed in this chapter provides a structure upon which to build the cluster college model.

Chapter 5

GOVERNANCE: THE PEOPLE NETWORK

The objectives in the development of a cluster type college are many: 1) to make institutional structure congruent with institutional goals, 2) to accommodate great numbers of people but in small universes, 3) to reduce alienation and to foster institutional identification among students and staff, 4) to accommodate to the new power dynamics, 5) to create significant areas of autonomy within the college, 6) to reduce the divisiveness that comes with a sharply drawn and rank ordered delineation of functions, 7) to broaden the source of input into the academic hierarchy, 8) to increase relevancy by moving away from departmentalized knowledge toward interrelated knowledge, and 9) to make the community college more of a collegial enterprise.

Thoughtful consideration of this long listing of aims will suggest that structure cannot be changed without changing process--that in a college, as in a human body, the anatomy and the physiology are inseperable. The internal organization of a college cannot be changed without changing the way the college is run. It is not even possible to define a cluster college without making rather definite suggestions on governance.

The intertwining authority and flow of communication which unifies the various components of this cluster college model are illustrated in Chart 3. The flow of relationships among center, cluster, college, district, and wider community are, in fact, the governance. This source and flow of authority and responsibility is depicted in the fluid, amorphous, overlapping, and even messy way that it is actually experienced in real life. For the sake of clarity however, the detailed structure of the organization will be elaborated upon

part by part and then hooked back together in something different from the traditional form of an organizational chart.
(See Chart 3 - page 60).

Center Governance

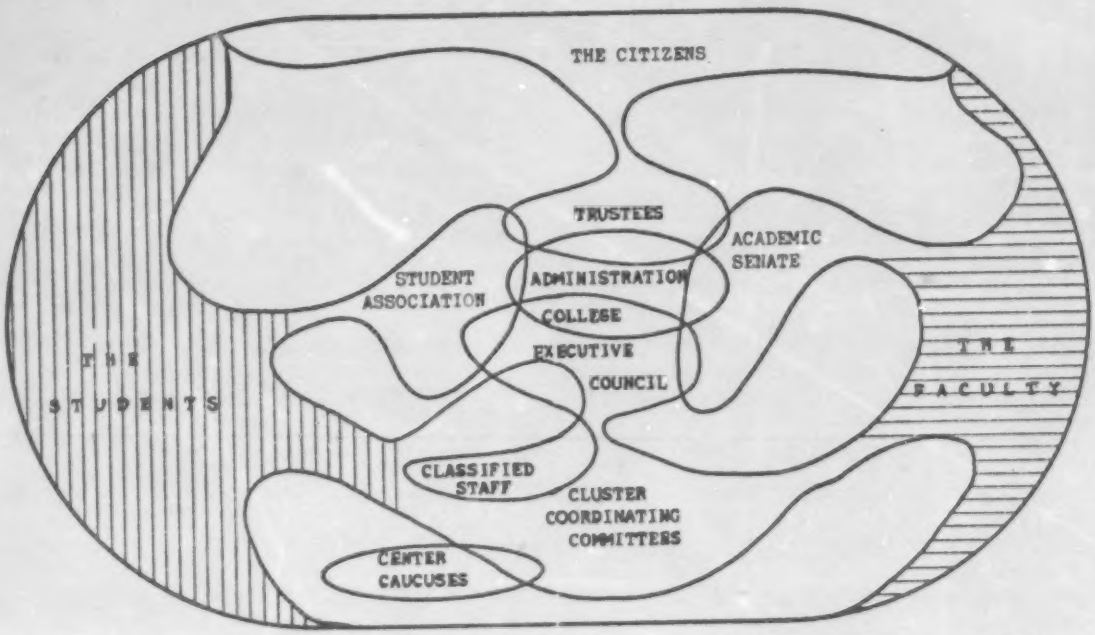
It is suggested that each center have two caucuses; one made up of students and the second made up of faculty, para-professonals and classified staff members. There would be occasions, social and otherwise, when all would convene as a Center Assembly--a town hall. The smallness of the caucus should foster a spontaneous, shifting, non-bureaucratic leadership. Different tasks calling for different competencies would draw forth different leaders. Even so, each caucus would elect a spokesperson and together the faculty spokesperson and the student associate-spokesperson would represent the center in the cluster. Although non-professional members of the Faculty Caucus would have a vote, the spokesperson for this permanent staff caucus would be a faculty member.

No doubt, the faculty spokesperson would have tenured status and, to give reasonable opportunity to bring ideas to fruition, he or she should have at least a two-year term in office. The student associate spokesperson should be elected at the end of his freshman year and then serve throughout his second year at the college.

The faculty spokesperson, in addition to representing his center in the Cluster Coordinating Committee, would be the chief agent for the integration of the academic offering and would be the senior leader in all activities and enterprises of the center. His associate, the student spokesperson, would share the representational function in the cluster Coordinating Committee and would perform whatever leadership role in student affairs that his constituency, the Student Caucus, defined for him. This role might vary from center to center.

CHART 3

FLOW OF COMMUNICATION AND ACCOUNTABILITY AMONG GOVERNANCE UNITS OF PEOPLES' COMMUNITY COLLEGE



BOARD OF TRUSTEES	Elected by the citizens and responsible for policy determination; accountable for efficient use of resources and for achieving institutional goals.
ADMINISTRATION	Appointed by the Board of Trustees although involving faculty and students in selection procedures. Leadership and accountability are delegated by the trustees to the chief administrator to be shared, when appropriate, with other staff members.
COLLEGE EXECUTIVE COUNCIL	To be composed of the president, provosts, and student representatives from each of the clusters, the staff assistant to the president and possibly the presidents of the Academic Senate, the Associated Student Body, and the Classified Staff Association.
ACADEMIC SENATE	In most colleges the faculty may establish a senate plan of its own choosing. Whatever the plan, the senate must have direct lines of communication with the trustees and the chief administrator. In California this is mandated by state law.
STUDENT ASSOCIATION	Student representation to the student association might be elected at large or elected on a proportional basis from the several clusters. Officers of the association should have lines of communication with the trustees and with appropriate administrators.
CLUSTER COORDINATING COMMITTEE	To be headed by the cluster provost and composed of the student representative, the center faculty spokesmen, the center student associate-spokesmen, and the professional development facilitator. The members of these committees would serve both as advisors to the cluster provosts and as his agents in the implementation of policy.
CENTER CAUCUSES	Each center will elect a faculty spokesman and a student associate-spokesman to meet with other such spokesmen in the Cluster Coordinating Committee. The spokesmen will be the leaders of their respective constituencies (faculty and students) in the centers.

These officers are not seen as just honorary; hence, their time and talent spent in leadership should be compensated. For the faculty spokesperson, it is recommended that he be employed for an extra month each summer to do necessary organizational work and that during the academic year he be given released time from the regular teaching load based on the prevailing formula of the Metropolitan Junior College District. To put student government and student involvement at a more serious and more meaningful level, it is recommended that the student associate spokesperson be paid a district honorarium of $100 a month. The primary unit would, then, be the center, the organizational structure of which is shown in Chart 4.
(See Chart 4 - page 62).

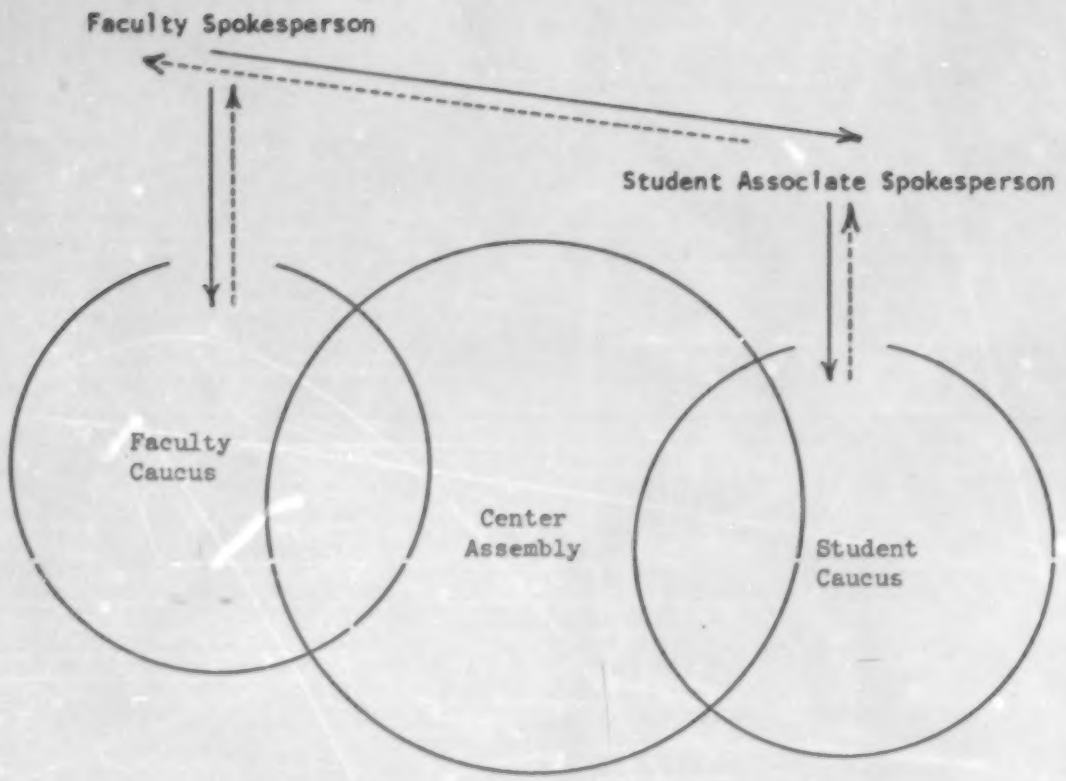
Cluster Governance

It is suggested that each cluster have a coordinating committee made up of the faculty spokespersons and student associate-spokespersons from each of its four or five centers. This Cluster Coordinating Committee would concern itself with all policy--curriculum, instruction, counseling, student affairs, governance--that touched upon the operation of the cluster. It would, of course, be subject to policies established at higher levels but it would also serve to recommend policy and procedure for endorsement by higher echelons. In his own leadership capacity, each member of the Cluster Coordinating Committee would also be the agent for the administration of the policy of this committee within his center constituency.

This committee of eight faculty and students, augmented by the ex-officio membership of the president of the college, would in executive session nominate three of its faculty members for the position of provost of the cluster. The

CHART 4

ORGANIZATIONAL STRUCTURE OF THE CENTER



Leadership

Input

college president would have full voice in these nominations. After review, the president would have not just the right but the obligation to submit only two nominations back to the entire faculty of the cluster for election. The president would, in effect, have the power of one preemptive challenge. The nominee with the highest number of faculty votes would become the provost of the cluster.

The provost's term would be for two years and he would serve, concurrently, as cluster provost and in his original role as center faculty spokesperson. Acting in this dual capacity would tend to make him first among equals rather than superior among subordinates. Reelection as provost would be possible but would be contingent upon reelection as spokesperson of a center and then a successful repeat of the above procedure.

Line Leadership and Staff Assistance: The cluster provost would be performing important leadership tasks and would be responsible for their proper execution. Since the reward system in this society is based on significance of function and accountability, the provost of a cluster should merit at least equal status and salary as that of dean in the district table of organization. This would put him on a calendar year rather than an academic year contract and would move him to the administrative salary schedule.

Although it may not be legally required, the elected provost should secure a supervisor's (administrator's) credential. Indeed, this would be required in some states for he would have responsibility for the day to day direction of a professional staff of 56 instructors and counselors, an equal number of para-professionals plus classified staff members, and would be responsible for a student body the size (1,600) of a small college. Securing a supervisor's credential should offer no serious obstacle. In California, for example, any

certificated instructor with two years of teaching experience is eligible to apply for such a credential.

The provost would, during his tenure of office, maintain a grass-roots perspective and credibility in the eyes of his professional colleagues by teaching at least one class each quarter. This would also guard against obsolescence upon his return as a full-time instructor.

The nomination and election of the student representative of the cluster would follow a somewhat similar procedure. The Cluster Coordinating Committee would, in executive session, nominate two of its student members. With presidential voice in the nomination but without preemptory challenge by the college president, these two names would be submitted to the students in a cluster-wide election. The nominee with the most votes would win. He would serve during his one-year tenure in two capacities--center associate spokesperson and student representative of the cluster to the College Executive Council.

The student representative of the cluster would also carry dual responsibility and, therefore, should have a compensatory increase of financial reward. In addition to the monthly $100 district honorarium proposed for the center associate spokesperson, the student who is also elected student representative from the Cluster Coordinating Committee to the College Executive Council should be rewarded with a second monthly honorarium of $50. The distinction should be made clear that these are honoraria, not salary. The motivation would be to honor student contribution to college governance and to raise student involvement to a more serious and meaningful level.

The provost would be the educational, the administrative, and the ceremonial leader of the cluster. He would need some help both at the para-professional and the professional level. It is proposed that each cluster have a management

assistant, a junior public administrator, to carry out much of the work-a-day details of the cluster operation. This classified position would be filled, not by a clerk, but rather by a person prepared at least at the Associate in Arts level in public administration.

The management assistant would perform the routine administrative tasks necessary for smooth, efficient operation of the cluster. Since he would be a permanent staff member, he would contribute continuity at the routine level to an organizational situation in which the elected provost would have limited tenure. He would be supervisor of personnel records, coordinator of the classified staff, office manager, and cluster factotum. He/she would have to be flexible enough to adjust to some redefinition of job description with each new provost. Although he would have close liaison with the college president's staff assistants, his channel of responsibility and authority would be a direct line to and from the cluster provost.

The Professional Development Facilitator: A second staff position envisioned for the cluster is much more innovative. It is suggested that each cluster have a professional development facilitator, a person qualified by personality, by experience, and by training to be an educational change agent. From experience and from preparation, this staff consultant would be a specialist in curriculum and instruction. He would be what deans of instruction ought to be, namely, a master teacher and learning theorist who would devote himself to helping teachers solve the learning-teaching equation.

The professional development facilitator would be more than this; he would be an analyst of the societal forces operating in the immediate and the larger community and, in parallel, an analyst of the implications of these societal forces for curriculum. He would be an idea man on how educational

experiences can prepare people to meet predictable changes. He would be the closest thing yet available to a practicing philosopher of community college education and, in this capacity, he should have profound influence on planning and effecting the proper induction of new staff members. He should qualify from experience and preparation to be consultant to the counseling and student personnel people as well as to the teaching staff.

The professional development facilitator would serve in a staff capacity to the cluster, but would be an ex-officio, non-voting member of the Cluster Coordinating Committee. He would work as a colleague and as a staff man with the cluster provost, not as a line officer above or below him. He would be deeply concerned with the professional development of instructors and counselors, but would be clearly divorced from any aspect of evaluation that touches on the question of retention or dismissal.

The professional development facilitator would be recruited by the professional members of the cluster staff, carefully screened by the Cluster Coordinating Committee, and selected by this body with the advice and consent of the college president. He would not have to be among the first staff persons hired so there would be time for the cluster to become organized, to develop an articulated need for such a person, and to seek out just the right person. The right person, by the foregoing description, sounds like a paragon. But the fact is that, even now, there are such people available who in a bootleg fashion and with great self-sacrifice serve as unofficial, unrewarded professional development facilitators. Los Medanos College in Pittsburg, California already has a professional development facilitator as a key member of its staff. Los Medanos now has a grant from the W.K. Kellogg Foundation to

fund internships for the preparation of such community college change agents.*

Men and women recruited and selected for this position of professional development facilitator will be those who eschew line administration, yet they will be very talented people and will be able to command adequate compensation. It is recommended that Peoples' Community College arrange for their placement at the assistant dean salary level of the district salary schedule.

Organizational Structure: It should be emphasized again that one of the primary aims in developing a cluster college is to create small universes where people can come to know each other and to interact in more humane ways. Institutions cannot be atomized, however, and the smaller universes have to meld into bigger universes. The center is one unit within the cluster, the cluster is a larger unit within the college, and the college itself is a unit within the district.

It is impossible to avoid having the organization of larger units grow more complex. The participatory democracy of the center moves toward representational democracy at the cluster level of governance. Even so, the relationship between center and cluster is a good deal more symbiotic than bureaucratic. The two-way flow of authority and responsibility within this second level of organization, the cluster, is depicted in Chart 5.

(See Chart 5 - page 68).

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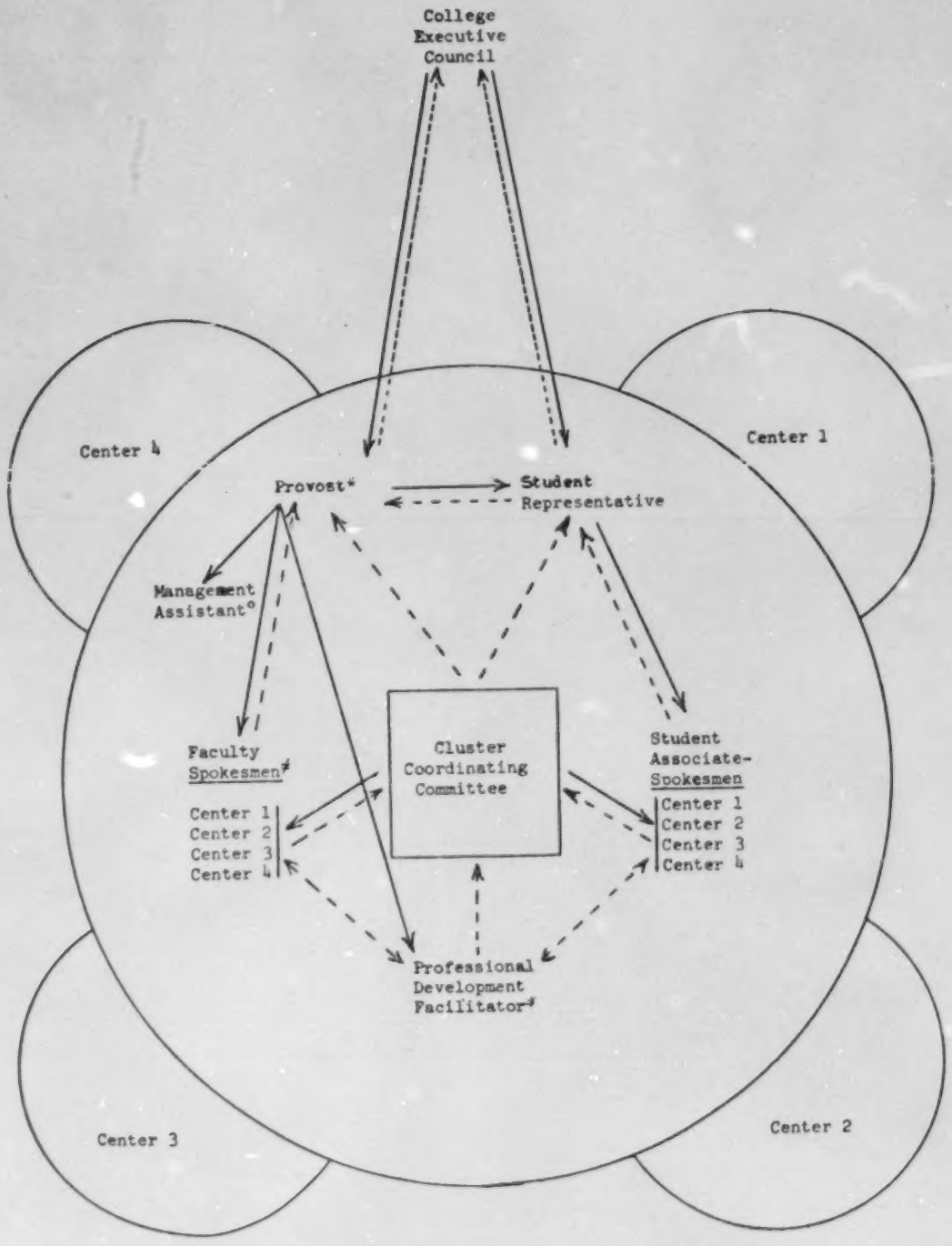
*For discussion in depth of the functions of the professional development facilitator see the monograph "The Induction of Community College Instructors: An Internship Model" (Collins, 1972). This model was tested at Los Medanos College under the provisions of a three year grant from the W.K. Kellogg Foundation.

CHART 5

ORGANIZATIONAL STRUCTURE OF THE CLUSTER



College Governance

The structuring of almost any kind of social institution involves making the small and the big compatible. The attempt being made in this model is to maintain very small worlds and to maximize their autonomy but, to also recognize that they are not complete unto themselves and are viable only as dependent parts of larger, more complex galaxies. To continue the metaphors, the relationship of center to cluster to college to district is roughly similar to that of cell to organ to system to creature, or to that of family to neighborhood to city to state. The autonomy of each of the organizational entities is possible only within the framework of their dependency.

At the college level of this organizational structure, several crucial functions are going to be served. The president will initiate and translate into action those policies and procedures that are the means to the achievement of the institutional goals. His staff will perform those tasks which can better be done at one level than replicated in miniature at every level. The College Executive Council will, as a body, be the cabinet for official consideration and debate on all policy recommendations and will, as individual members, be administrators of this policy.

The College President: The first president of the Peoples' Community College will be obliged to put this non-traditional organization together--and he is going to need plenty of lead time to do it. He should be given at least two years to do the thinking, planning, staffing, and other preparations. Actually, one year lead time is minimum for a new president to do the organizational work to open a conventional college. Since an innovation like the Peoples' Community College will be closely watched by community colleges throughout the nation, late hiring of a president would be the most unwise of economies.

The more standard duties of a campus president have been well catalogued and need not be repeated here (Richardson, Blocker, and Bender, 1972). The president's more special duties and qualifications for performing these duties follow from the boldness of this organizational innovation. He/she cannot be cut from a common pattern. He should be capable of thinking like the most imaginative change agent, and yet capable of acting with judicious moderation. Since this cluster college organization has multiple networks of staff input, the president must be more the facilitator than the line executive. The built-in autonomies of clusters and centers will require considerable tolerance for ambiguity, yet a laissez-faire leadership would be disastrous.

The new president should have personal conviction that the cluster college organizational pattern solves more problems than it creates. His own personality and character must be compatible with the presidential style that this type of organization requires. His professional rewards will accrue from giving vitality to a new institutional model. His financial rewards should be whatever is dictated by the district administrative salary schedule.

The president would have no second-level line administrators between him and the clusters. This feature of the conception is important enough to spell out emphatically--there would be no dean of instruction, no dean of student personnel, no dean of technical/vocational education, no dean of business services, no dean of the evening division, and no dean of community services. The deanery, a highly bureaucratic model inherited from the traditional universities, would give way to smaller and more intimate hierarchies and to a system of more direct communication between president and those actually performing the educational function.

The College Executive Council: The nerve center of the college, the clearing-house between president and clusters, the highest policy-recommending body, the president's advisory panel and cabinet would be the College Executive Council. It would be chaired by the president and its membership would be composed of the provosts of the clusters, the student representatives of the clusters, the staff assistant to the president (to be described later) and, possibly, the presidents of the Academic Senate, the Student Assembly, and the Classified Staff Association.*

This council should meet more frequently than traditional administrative bodies since it will serve as eyes and ears to the president, as well as act as his operating arms. Through this council he would receive constant input from the faculty, from the classified staff, and from the students. Through this council, he would constantly feed back interpretation of the institutional goals of the college and, when necessary, would give direction on how these institutional goals were to be achieved. As noted, this Executive Council would be the primary policy-recommending body of the college. It would also be the review committee of all other policy-recommending groups. Its decisions would channel back through the provosts and student representatives to the Cluster Coordinating Committees and, thence, to the Center Caucuses.

*Strong argument could be made that membership of these officers to the College Executive Council would strengthen the college as well as the roles of the Academic Senate, the associated study body, and the organization of the classified staff. Their membership would improve the communication network, would take them out of adversary roles, and should serve to reduce the frequency of confrontational politics. However, being members of the College Executive Council should not compromise their right to speak directly and independently to the District Board of Trustees.

The College Staff Officers: In this conceptualization, there would be four functionaries who would serve in a staff relationship to the president. These positions are put at the college level because it would not be economical nor sensible to replicate their functions in each cluster. The four staff positions are: 1) coordinator of student services, 2) coordinator of institutional research, 3) coordinator of instructional media, and 4) staff assistant to the president. The men or women holding these positions would have line authority in relationship to the subordinates under their supervision, but would have only staff and liaison relationship with the clusters.

The staff assistant to the president would be a professional public administrator but would not be a credentialled college administrator. He would relieve the president of as much of the administrative detail as the president desired in order to give the president time to read, to think, to plan, to work with the provosts, to talk to the student representatives, to be a sort of omnipresence on the campus. He should be the president's alter ego and should be his staff man, par excellence, but he would not be his executive officer and would in no way be his lieutenant carrying his orders to the cluster provosts. However, he would have line authority over the plant manager, the manager of business services and personnel, the manager of publications and publicity, and the management technician specializing in grant proposal writing, schedule-making, report preparation and other such technical miscellanies.

The staff assistant to the president would hold a classified position and as ranking member of the classified staff would be their spokesperson on the College Executive Council. He would also qualify for this council as a cabinet officer directing most of the non-educational tasks being carried out at the college. To secure a high calibre person, this position would have to fall

within the top category of the classified salary schedule. The plant manager, the manager for business services and personnel and the manager for publications and publicity should be in the second highest column of the classified salary schedule, and the management technician should be at the third classified salary bracket.

The coordinator of instructional media is a broader title reflecting the expanded responsibilities of the college librarian. He/she would be in charge of all instructional media ranging from slide projectors to closed circuit television and, of course, those tried and true media of learning, books.

The coordinator of instructional media would have line authority over the assistant librarians and media technicians and, in this special case, would have jurisdiction in all technical matters over the two para-professional librarians in each cluster. He would, of course, develop close liaison with the provosts so he would know the needs of the cluster and could serve them well. On a day-to-day basis, the actual collaboration would be with the professional development facilitators of the clusters. He, like most head librarians in community colleges, would qualify for the first column on the administrative salary schedule.

The coordinator of institutional research would, like the college librarian, be a credentialled staff officer, responsible to the president but very receptive to input from whatever source it comes. He should be prepared, very likely at the doctoral level, in educational research methodology. Previous experience as an instructor or counselor in a community college would enrich his background understanding of the research design he will initiate--or be called upon to perform. To keep abreast of research needs, he should establish the closest of alliances with the professional development facilitators. It

is recommended that this college staff officer be rated equal to the coordinator of instructional media, falling within column I on the administrative salary schedule.

The coordinator of student services, the fourth staff officer directly responsible to the president, should not be thought of as a dean of student personnel. Indeed, he would not necessarily or even preferably be a credentialled person. He would be a staff administrator, experienced in student affairs and student problems, who would coordinate and supervise the Office of Admissions and Records, the Financial Aids, Placement, Housing, and the Health Services.

In addition to this supervisory and coordinative responsibility over tasks done by specialists, the coordinator of student services would be staff director of all inter-collegiate enterprises--athletic, theatrical, musical, political, etcetera. Cluster and inter-cluster student activities would not be directly in his province although he might lend logistical and other support. He would in no significant way have connection with the counselors. They, like their colleagues the instructors, would take their lead from their cluster provost and would look for staff assistance and professional development to the cluster's professional development facilitator. This coordinator of student services would be on a par with the staff assistant to the president, namely in the top column of the classified salary schedule.

This coverage of staff officers no doubt leaves some obvious gaps, for example, the dean of the evening division and dean of community services. These have not been overlooked. They will appear in a subsequent section concerning some recommendations on administrative structure at the district level. Before moving to this echelon, perhaps it would be well to visually depict the people network at the college level; to chart out the inter-

connections among center, cluster, and college; and then turn to the infrastructure that would help bind these three levels of the institution into an effective whole.

(See Chart 6 and Chart 7 - Pages 76 and 77)

CHART 6

ORGANIZATIONAL STRUCTURE AT THE COLLEGE LEVEL

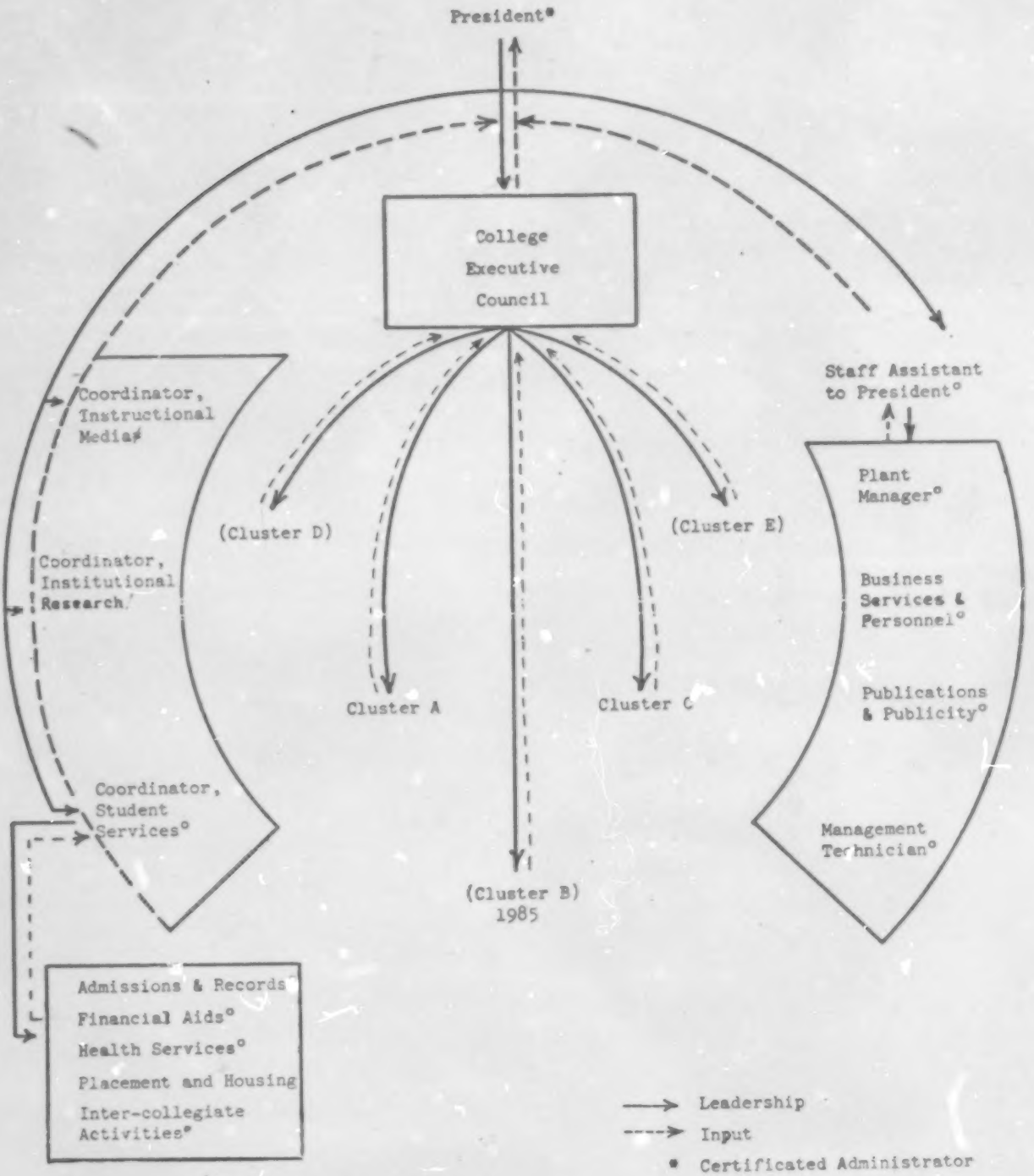
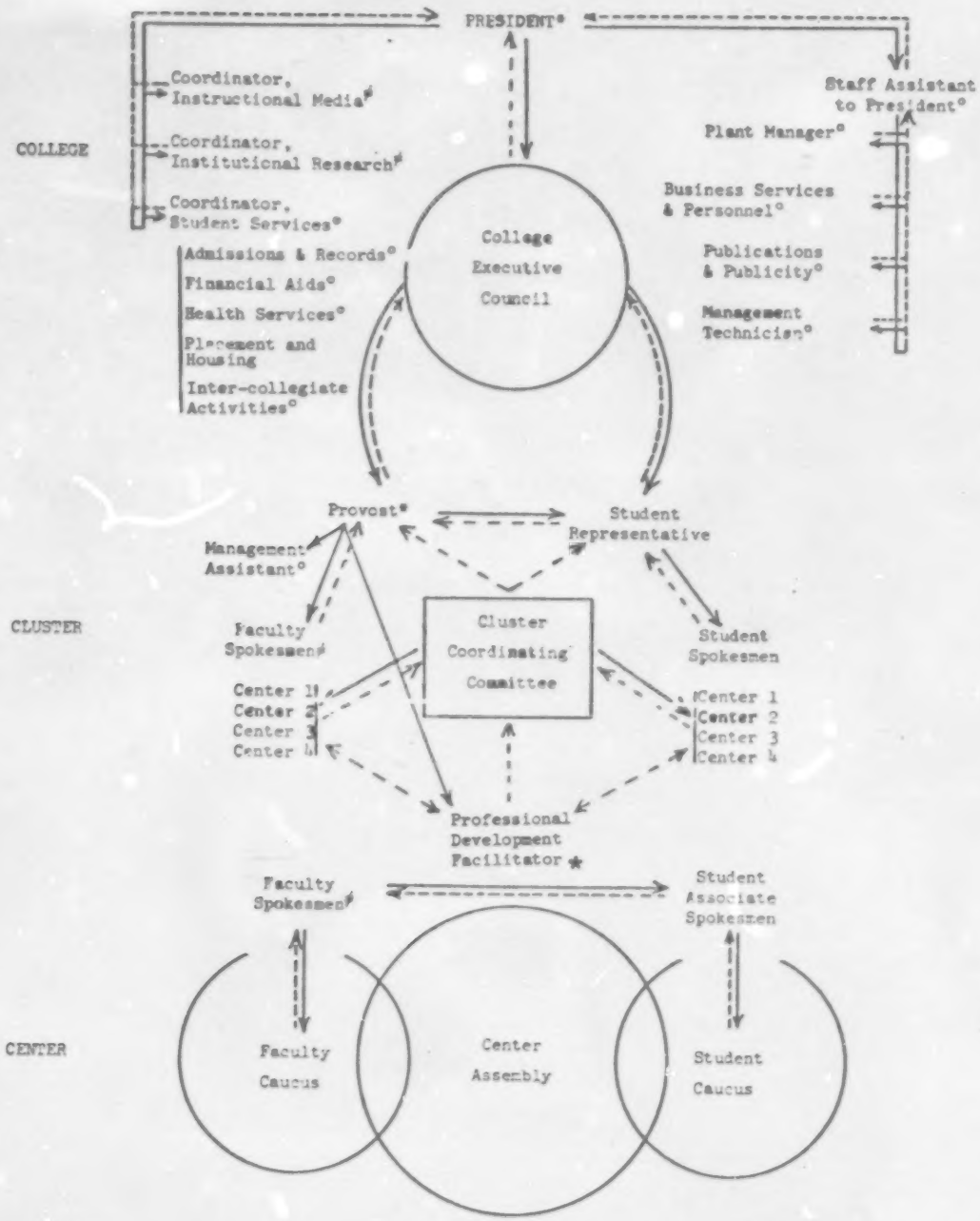


CHART 7

INTERCONNECTION AMONG CENTERS, CLUSTERS, AND COLLEGE



Calendar

First year--Cluster A and Cluster C
Third year--Cluster E
Sixth year--Cluster D
Ninth year--Cluster B

Projected Ratios

First year--2,400 students--3 line administrators = 800:1
Third year--5,600 students--4 line administrators = 1400:1
Sixth year--7,200 students--5 line administrators = 1440:1
Ninth year--9,600 students--6 line administrators = 1600:1

° Certificated Administrator

Certificated Teacher or Counselor

° Classified Specialist

----> Input

——> Leadership

Chapter 6

THE COLLEGE INFRASTRUCTURE

Complex organizations are just that--complex. Every effort should be made to simplify them, but not to the point of underestimating the complexity of the people who make up these organizations nor failing to see the cross-currents of purposes and functions which these organizations serve.

In any community college, there will be and should be rather autonomous associations which are, in part, self-serving to the interests of their members--for example, the academic senate, the student assembly, and the association of classified staff. There will be and should be policy committees to study and develop a body of administrative rules and due processes so the college is not run by whim or fiat. There will be and should be some grouping of professionals around disciplines or fields of study which best describes their interests and their training. These constitute the less visible infrastructure of a college. They may not appear on organizational charts, but they are part of the organizational mechanics that help make it run. They will be the subject to this section of the cluster college model being described.

Academic Senate

Academic senates are now found in many community colleges. Even in states without mandatory legislation, there will inevitably be some association of faculty members for they have certain vested interests which are less achievable by individual effort than by group effort. Such academic senates or faculty associations tend to organize themselves as they choose and involve themselves in whatever concerns them.

The freedom of action of academic senates is not only respected in this cluster college model, it is invested with new importance. It was already recommended that the Academic Senate president serve on the College Executive Council. It will also be proposed that he be a member of the District Cabinet; that the Academic Senate have the power to appoint its representatives to several key district advisory committees; and that the Senate be the parent organization to promote associations of the various subject areas. Throughout this conceptualization it is being assumed that the Academic Senate will act as an intra-collegiate force, a strong communication bond to link the faculty across the clusters.

Student Government

The pattern of student government described thus far has followed the upward spiral from Center Caucus through Cluster Coordinating Committee to College Executive Council. It has not been independent of the structure of center/cluster/college. This was to assure and amplify student voice at every organizational level. This was not to argue against a college-wide association of students. Far from it! Such an association argues so well for itself that it needs no advocate.

Like the Academic Senate, the Student Assembly should be an autonomous association that has guaranteed latitudes in which to define its own structure and its own functions. Obviously, its jurisdiction and prerogatives cannot preempt those of the college administration nor of the Academic Senate. Instead, it is hoped that the Student Assembly follow the path of negotiation rather than that of confrontation; that it send its president to the College Executive Council and to the District Cabinet and, like the Academic Senate, be another intra-collegiate bond.

Classified Staff

Typically, classified staff members have performed yeoman services in a loyal manner and have not sought much power in college management. Considering present alignment into power blocs, it is likely that they will seek greater involvement. This is understandable; they invest their daily lives in the college, they are essential in making the daily operation of the college run smoothly, and they have too much to contribute to countenance their going unheard.

Earlier, the staff assistant to the president was described as the ranking member of the classified staff and as their spokesperson on the College Executive Council. This is not now retracted, but neither should it interfere with the development of a Classified Staff Association. Perhaps this will take the form of a union, perhaps not. Whatever its organizational structure or its philosophy, the leader of the Classified Staff Association should be invited to serve as an ex-officio member of the College Executive Council, with voting rights on all agenda items concerning the classified staff. He, or a classified staff ombudsman, should also have a seat on the Appeal Board for Rights and Due Process. These involvements would, at least, be a good start toward the long-delayed acceptance of the classified staff into the governance process.

Intra-College Committees

It is necessary for all concerned to accept the legal interpretation that the Board of Trustees is the policy determining body for the college and/or district. In regard to fiscal policy, relationships with other government bodies and in resolving controversial issues, few question this primacy. However, most policies touching internal operation of the college are hammered

out by staff committees and are then given legal sanction by pro forma endorsement by the Board of Trustees.

Obviously, the District Board of Trustees cannot concern itself with all problems and all conflicts of will and philosophy. And, just as obviously, neither the Board of Trustees nor the College Executive Council nor the Cluster Coordinating Committees can probe, debate, and decide every issue on curriculum, on instruction, on counseling, on institutional research, on student services, and on other such categories of concern. Ad hoc or standing committees for recommending policy will be needed and it is to that subject which attention is now turned.

The organizational goals of such committees are several: 1) to create channels for free flow of communication so that anyone who wants to be involved can be involved; 2) to tap the talents of the many so the few are not burdened with doing everything; 3) to allow administration to know what is going on and to have early input so they are not subject to disruptive surprises nor reduced to the single option of veto and confrontation; 4) to fully exploit the special knowledge of consultants without making them responsible for decision; 5) to foster the use of ad hoc groups to deal with unique problems so that the committee self-destructs upon resolvement of the problem; and 6) to divide the load and limit the concerns of the standing committees so their members have the time to probe to the philosophic centers of the issues which they are asked to resolve.

Relationship of College Executive Council to Other College Committees:

It is proposed that the College Executive Council serve as the steering committee for significant problems or issues that arise or are of recurring concern. This

is a built-in function anyway since the College Executive Council would serve in an appellate capacity to the Center Caucuses and to the Cluster Coordinating Committees.

In its role as steering committee, this small council (president, staff assistant to the president, provosts, student representatives, and perhaps the presidents of the Academic Senate, the Student Assembly, and the Classified Staff Association) would give first reading or first hearing to statements of problem, issue, or recommendation. This briefing would alert these key leaders to what is going on. If so inclined, the Council could append comment or initial reaction before referral.

Those problems falling within its own ken and its own jurisdiction would be handled by the Council. Any issue judged to be unique and non-recurring would be referred to a small ad hoc group appointed by the president to study the problem and make early recommendation to the Council. Those proposals, or issues, that would clearly fall within one of the common categories of collegiate concern (curriculum, instruction, student services, etcetera) would be noted, perhaps commented upon, and then referred to the appropriate standing committee for hearings, analysis and recommendations back to the Executive Council.

The policy recommendations, whether from ad hoc or standing committees, would be reviewed by the Executive Council and a) translated into administrative action, or b) forwarded to the superintendent with endorsement, or c) referred to the appropriate segment of the college community for general discussion and perhaps plebiscite, or d) returned to the ad hoc or standing committee (or to the Cluster Coordinating Committees) with critical comments or even with a veto message.

Standing Committees: Recommendations on standing committees, their composition and method of selection of members are presented in a condensed form in Table 9.

(See Table 9 - pages 84, 85, and 86)

Associations of Subject Areas

In previous sections of this conceptualization of a cluster college, traditional college departments have not been discussed because this college model has not been organized along departmental or divisional lines. Nevertheless, a strong case can be made for professionals of like interest and preparation to organize themselves for the satisfactions and benefits of constant contact and interaction (Bloomerly, 1971). Such faculty groups would be akin to professional associations; they would be "centers of inquiry" as Richard Worthen described them (Worthen, 1971); they would be "boards of studies"; they would be associations of professionals in related subject areas and, at least in this model, will be called that--subject area associations.

These associations should be organized if, when, and how the involved people want them to be. Once organized, they will be invited to make input to discussions on policy which interests their memberships, but they will not be integral to the governance of the college. It seems appropriate that the Academic Senate, rather than the college administration, take the initiative to encourage and sponsor their development. They should have only casual relationship to the formal college organization, yet be invited to participate within it and be given adequate subsidization to perform appropriate functions. For example, it is recommended that the college weekly schedule have one hour kept open for the subject area associations to meet.

TABLE 9

COMPOSITION AND SELECTION OF STANDING COMMITTEES

CURRICULUM COMMITTEE

Voting Members	Ex-Officio Members
President, The Peoples' Community College	Coordinator, Instructional Media
Instructor Elected by Each Cluster Coordinating Committee	Coordinator, Institutional Research
Counselor Elected by Each Cluster Coordinating Committee	District Coordinator, Extended Day
Sophomore Student Elected by Each Cluster Coordinating Committee	Professional Development Facilitators

Ad Hoc Consultants From:

Subject Area Associations

Community Representatives

District Office of Community Services

District Extended Day Advisory Committee

EVALUATION AND IMPROVEMENT OF INSTRUCTION/COUNSELING COMMITTEE

Voting Members	Ex-Officio Members
Provosts of Each Cluster	Coordinator, Instructional Media
Instructor Elected by Each Cluster Coordinating Committee	Coordinator, Institutional Research
Counselor Elected by Each Cluster Coordinating Committee	District Coordinator, Extended Day
Sophomore Student Elected by Each Cluster Coordinating Committee	Professional Development Facilitators

Ad Hoc Consultants From:

Subject Area Associations

TABLE 9 (Continued)

STUDENT SERVICES COMMITTEE

Voting Members

Provost Elected by the College Executive Council

Instructor Elected by Each Cluster Coordinating Committee

Counselor Elected by Each Cluster Coordinating Committee

Sophomore Student Elected by Each Cluster Coordinating Committee

Two Extended Day Students Elected at Large

Ex-Officio Members

Coordinator, Student Services

Student Representative from Each Cluster

District Director, Community Services

District Coordinator, Extended Day

Ad Hoc Consultants From:

Student Services Staff

District Extended Day Advisory Committee

District Community Service Advisory Committee

INSTITUTIONAL RESEARCH COMMITTEE

Voting Members

President, Peoples' Community College

Instructor Elected by Each Cluster Coordinating Committee

Counselor Elected by Each Cluster Coordinating Committee

Sophomore Student Elected by Each Cluster Coordinating Committee

Ex-Officio Members

Coordinator, Institutional Research

Coordinator, Student Services

Professional Development Facilitators

Ad Hoc Consultants From:

Subject Area Associations

Other sources as suggested by the nature of the research

TABLE 9 (Continued)

INSTRUCTIONAL MEDIA COMMITTEE

Voting Members	Ex-Officio Members
Provost Elected by the College Executive Council	Coordinator, Instructional Media
Instructor Elected by Each Cluster Coordinating Committee	District Coordinator, Extended Day
Counselor Elected by Each Cluster Coordinating Committee	District Director, Community Services
Sophomore Student Elected by Each Cluster Coordinating Committee	Professional Development Facilitators

Ad Hoc Consultants From:

Subject Area Associations

APPEAL BOARD FOR RIGHTS AND DUE PROCESS

Voting Members	Ex-Officio Members
President, The Peoples' Community College	President of the Academic Senate
Ombudsman Elected by the Academic Senate	President of the Student Assembly
Ombudsman Elected by the Student Assembly	President of the Classified Staff Association
Ombudsman Elected by the Classified Staff Association	

Ad Hoc Consultants From:

Professional Associations, Unions, and Student Organizations

These subject area associations should not have to be coaxed into existence, nor enticed with extra pay or released time for their members to exercise professional responsibilities. As will be seen in the dozen rather terse statements which follow, the suggested involvements of the subject area associations will be supplementary and enhancing; the college could function without these associations but it could function better with them. These associations will be motivated to participate by the professional interests inherent in their involvement and by the intrinsic benefits which will accrue to their members.

1. The subject area associations could perceive themselves as the in-house champions of professional standards, initiating and then giving periodic, critical review to all outlines and bibliographies of courses within their subject area.

2. The subject area associations could make evaluation a constant process rather than a periodic event, developing evaluation of instructors/counselors independent of that done by the center/cluster/college administration and oriented more toward assistance, even salvage, rather than toward judgment.

3. The subject area associations could assess and make recommendations regarding the need for new instructors/counselors or the reallocation of instructors/counselors on a center, cluster, or college-wide basis.

4. The subject area associations could, if they choose, have voice on selection committees for the hiring of staff members whose backgrounds fall within their respective fields.

5. The subject area associations would have a standing invitation to cooperate with the centers and clusters in planning for and participating in the induction of new staff members who would be working within their area of study.

6. The subject area associations would, undoubtedly, take a responsible role in professional development. For example, the college should honor their budgetary

requests to engage consultants when needed and to organize and present periodic conferences and seminars, particularly sessions in which problems in learning and teaching unique to a particular subject area are explored.

7. The subject area associations would be welcomed as sources of proposals of new courses for the consideration of the Curriculum Committee, and their ad hoc consultants would be assured a strong voice, though not a vote, in the hearings conducted by this committee.

8. The subject area associations would be given the opportunity to initiate and to critically review the library and other media accessions in their areas of specialty and would be invited to send ad hoc consultants to the meetings of the Instructional Media Committee.

9. The subject area associations would be encouraged to recommend, help design, and participate in pertinent research projects to be carried out by the coordinator of institutional research, and, to effect this, warm welcome would be given to their ad hoc consultants to the meetings of the Institutional Research Committee.

10. The subject area associations could invite counselors to their meetings to discuss course patterning for students entering their respective fields of study and their members could volunteer to act as academic advisors to students or, at least, to be consultants to counselors and counselor-aides in the intricacies of academic advisement.

11. The subject area associations would be given ample opportunity for periodic sessions involving input and exchange with the professional development facilitators.

12. The subject area associations would be recognized as important resource groups in questions regarding academic freedom or on questions of propriety specific to their field of expertness.

The single, sovereign junior college is coming to be about as rare as the family farm. Most community colleges, particularly those in metropolitan areas, are member colleges within a district. Each is separate from the other and each has varying degrees of autonomy, yet each college owes its fealty to the district and has become an integral unit within a system of colleges. Since this is true, the conceptualization of this model cannot easily stop at the boundaries of the college. Under any circumstances there would be problems of district articulation between a cluster college and a traditional college but in the Peoples' Community College model this became more of a solution than a problem. Those community college functions which have an awkward fit with the cluster model will be shifted to the district level. Focus will now be directed to the continuing innovation of structure and function at this district level.

Chapter 7

THE DISTRICT

Complex organizations are like chess boards; moving one piece changes the whole pattern. To illustrate this, imagine throughout this chapter that the Peoples' Community College has been added as a second campus to the Metropolitan Junior College District. The original campus, City Junior College, was created in the 1920's and has grown to a 9,000 student enrollment with a very traditional administrative and departmental organization. Can tradition and innovation live side by side each untouched by the other?

Old Roles and New Roles

Full development of a cluster concept on one campus changes the traditional functions of a multi-campus district. Perhaps the weaker verb "affects" should be substituted for "changes" since many of the functions of a district would remain unchanged and much of the pattern of district organization would remain intact. The district would continue to provide staff services to the board of trustees. The district would continue to act as fiscal agent and would continue to exercise budgetary control. The district would continue to be in charge of facility planning and resource development. The district would continue as the center of public information. And, most important, the superintendent of the district would continue to be the chief executive officer of the district recommending policy to the board and administering the policy established by the board (Roemmich, 1970).

But needless to say, creation of a second college, irrespective of its organizational structure, adds a whole new district function--coordination of all educational enterprises of the two campuses. Further, in this instance, the Peoples' Community College will certainly not be a mirror image of City

Junior College. Far from it! They will serve common purposes even if they do it in different ways, but it would be most uneconomical for the Peoples' Community College to replicate every function now performed by the existing, traditionally organized City Junior College. Instead, it is recommended that those educational services on both campuses which are district-wide in scope be consolidated under the jurisdiction of one district officer who would be directly responsible to the district superintendent.

A Third College Without Campus

What is being suggested here is non-traditional, hence should be clearly spelled out. It is recommended that all evening (extended day) classes and all community services be a district function, not a campus function. Instead of each college having an evening division, adult education, and community services, Metropolitan District College for Continuing Education would serve these functions. The point is that evening courses (collegiate level and adult education) are, and should be, offered in convenient locations throughout the entire district. Community services are, and should be, taken to whatever strategic location will draw the most people. If their natural geographic range is the whole district, why should their administration be arbitrarily subdivided--actually replicated--at each campus?

What sounds like a paradox may be good sense: centralization of coordination may facilitate decentralization of functions. As is true in community colleges throughout the country, special educational services of City Junior College already find homes in many different facilities within the district. This is just the first wave in the increasing flow of education to the people. This is not to say that the room space and libraries and auditoria and special

equipment of City Junior College and the Peoples' Community College would not be used fully in the evening hours. It simply means these colleges would be the points of concentration but the whole district would be the campus for these community educational programs. There is no compelling reason why each college should have its own evening division, its own adult education program, and its own community services. There is both organizational logic and economy to argue for their consolidation at the district level.

There are also some severe problems associated with making extended day and community service programs district-wide in scope. To simply transfer the extended day and community services functions to the existing district staff would be the worse kind of folly. It would swamp the district with work, would confuse coordination with operation, and would exacerbate the present conflicts of interest, of will, and of ego that sour the relationships between campus administrators and district officers. Another problem is accreditation, for only colleges, not districts, are accredited to award degrees and units.

Of course, one way of avoiding expensive replication would be to simply beef up the staff at City Junior College and put all evening programs and community services within the one college. But this would distend City Junior College in a grotesque fashion and certainly would result in City Junior College overshadowing the Peoples' Community College. A second option: a traditional structure for evening division and community services could be superimposed over the cluster college organizational pattern at the Peoples' Community College. However, second thoughts reveal this to be awkward, incompatible, expensive, and actually inimical to vital aspects of the cluster college model. Both of these possibilities were carefully considered and were rejected.

Instead, it is recommended that a third college without campus be created; that this college be an administrative means for coordinating district-wide programs; that this college have only a miniscule administrative staff and no contract instructors or counselors; that this college concentrate on special programs, thereby relieving the two campus colleges of trying to be all things to all people; that this college be the center for innovations ir time patterns, in educational decentralization, in non-traditional study, and in external degrees. If this recommendation sounds startling, be reassured; it will call for building a college in the minds of people, not an expensive ediface on a 100-acre site. Perhaps the appropriate name for it would be the Community's College for Continuing Education.

There would not be a separate campus, but there would be a nerve center, a headquarters, a small staff of talented coordinators. This college without campus would be headed by a president who would have line authority and responsibility for all educational endeavors now falling under the rubrics of evening division, adult education, and community services.

This super-coordinator would be directly responsible to the district superintendent and would be a co-equal to the City Junior College president and the Peoples' Community College president. He would not be an associate superintendent for his duties and responsibilities would be special, not general. As lieutenants under him, there would be a director of community services and a director of extended day programs. These two administrators would be given the same status and salary as that awarded to provosts. Policies and procedures guiding this cooperative, district-wide effort would be worked out by the Continuing Education Coordinating Committee. It would be composed of the following six members:

District Superintendent (Chairman)

President, Community's College for Continuing Education

Director of Extended Day Program

Director of Community Services

President, City Junior College

President, the Peoples' Community College

The director of extended day programs would, no doubt, need a coordinator serving the Peoples' Community College and its environs, and a coordinator serving City Junior College and its neighboring areas. These coordinators would be responsible to the district director, but would be officed at their respective campuses and would work cooperatively with the admissions and records officer and, in fact, with all staff officers at the college level. The two campus coordinators would enjoy the same rank and reward as those holding the title of coordinator at the college level, that is, column I on the administrative salary schedule.

Computer technology makes registration and record keeping, even for highly decentralized programs, relatively easy. Any educational experience requiring registration would fall under the banner of one of the three colleges. Student registration would be fed into the district computer and would be recorded as work taken at the college which offered it.

Each student would be free to identify himself with the Peoples' Community College, City Junior College, or the Community's College for Continuing Education. At any time, the student could also elect to transfer his records and his identity from one college to another. Units of credit given by one college would, of course, be accepted by the other two. As a matter of fact, it is

recommended that a single district catalog be published which would describe both the common and the unique offerings of the three colleges. Students meeting basic requirements for the associate degree in arts, the associate degree in science, or even a short course certificate would receive this certification from the college where he completed all or most of the work.

Extended Day Programs: There has never been valid reason for the less rigorous selection, the relaxed credentialing and the lower pay for instructors and counselors engaged to perform their professional duties after the sun has gone down. Yet, it has been historically true and, unfortunately, it may continue to be true. This critical statement is made to dispel any smokes-screen arguments that evening programs must stay under the administrative aegis of the local campus so that evening courses will be taught by regular contract instructors who will be guided and assisted by department chairmen and who will be evaluated by professional peers. These conditions do not presently obtain; these are self-serving myths, not realities.

Hopefully, there may be a better chance for improvement if all extended day programs become the special concern of district-level administration. The so-called evening program would no longer be the academic step-child. There would be someone with authority, close to the superintendent and the board, who would speak as advocate. Extended day courses (broadened in definition, perhaps, to educational experiences) would more likely grow out of the interests and needs of people in the community rather than the present procrustean method of cutting them in the exact mold of day courses. Parroting to adults in the evening a course designed for much younger students would no longer be an automatic fringe benefit of the day staff. The much needed counseling services might become more than the lick and a promise which they have historically been in evening programs.

Under this separate administrative structure, it would be much easier to erase the artificial line that is too often drawn between extended day courses and community services. There would be greater latitude for designing the educational experience to meet the need rather than to fit the category. With powerful champions to protect it, money legally earmarked for adult education and community services would be spent on adult education and community services--a condition which does not presently obtain. And, if all of these factors truly contributed toward tailoring a college for the community, the people would use their votes and their taxes to vigorously sustain it.

The president of the Community's College for Continuing Education and his small staff would give top priority to seeking out the best teachers and counselors available in the area and, if needed, would hire consultants to assist them in this ad hoc hiring of people best qualified to meet a particular community need. The term ad hoc is used advisedly for the teachers and counselors would be engaged on an hourly basis to perform a specified task for a specified time. They would not become contract employees of the district. They would be selected on the basis of their competence to meet a particular need of a group of people in the community, hence would be drawn from industry, business, politics, the arts, the crafts and the professions, as well as from the ranks of educators.

An idea was introduced in the previous paragraph that deserves better focus, namely, the use of consultants for certain professional activities. Too often in education, expensive, full-time administrators are hired to do ad hoc tasks. Why not pay bona fide experts for the hours or the days necessary to do specific tasks when needed? For example, the very important task of selection of instructors and counselors for the extended day programs could be

done by a team made up of the director of extended day programs, his two campus coordinators and varying subject area specialists from the other two colleges or from nearby universities or from outside academe, whose expertness and discernment would be paid for on an hourly basis.

Another example: proper evaluation of evening division instructors has rarely, if ever, been done. Evaluation of the teaching-learning equation is a sophisticated art. It should be done by talented, trained specialists, and, the point is, these consultants can be hired by the hour, or on a brief contract to perform this function. It would not be necessary to engage a full-time evening dean of instruction or evening dean of student personnel, or give released time to department heads or division chiefs to do these tasks. They could be done much more cheaply, and probably more objectively and more validly, by respected professionals in academic circles who do consulting work. And, therefore, the district administration of this third college could be as lean as a greyhound.

Extended day programs would not just be a weak echo of the offerings during the day. They would be shorter and longer term educational experiences tailor-cut to fit the size and shape of the learning needs of the people in the district. To generate maximum input, there should be an advisory committee for extended day programs that would reflect multiple constituencies within the district and various groups with quite vested interests. The composition of this advisory committee for extended day programs might include these fifteen members:

Director of Extended Day Programs (Chairperson)

Director of Community Services (ex-officio)

Coordinator, Extended Day Programs: the Peoples' Community College (ex-officio)

Coordinator, Extended Day Programs: City Junior College (ex-officio)

Board-Appointed Representative from a neighboring college or university

Board-Appointed Representative from the local unified school district

Community-Elected Representative from the Chicano or other Ethnic Group

Community-Elected Representative from the Black or other Ethnic Group

Board-Appointed Representative-at-Large (to achieve sexual and ethnic balance)

Two Elected Faculty Representatives of the Extended Day Programs*

Two Elected Counselor Representatives of the Extended Day Programs **

Two Elected Representatives of the Extended Day Students

This advisory committee would combine the usual functions of a curriculum and instruction committee and a student personnel committee. It would make recommendations on educational experiences to be offered and would concern itself with all policy matters concerning students and the services to be extended to them.

Community Services: The argument for district coordination of community services and against replication of an office and staff for community services

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*Each of these representatives would serve as an ad hoc liaison consultant to the Curriculum Committee of either the Peoples' Community College or City Junior College.

**Each of these representatives would serve as an ad hoc liaison consultant to the Student Services Committee of either the Peoples' Community College or City Junior College.

on each campus is even more compelling. Like most districts, the Metropolitan Junior College District is a geographic unit. It would make little sense to say that the Peoples' Community College should provide community services to the southern half and City Junior College should provide community services to the northern half. The service should be given where the need arises. This means that any auditorium, school, industrial plant, library, church, playing field, theatre, public building, or private home might become the most appropriate location. Naturally, the facilities of the two campuses will be used to the maximum but this only calls for district-wide coordination not for a separate community service operation for each college.

The coordination as well as initial planning and eventual administration of all community services would, as mentioned before, be the charge of the director of community services. As the name "community services" implies, there would be obvious need of feed-in from both gown and town. An advisory committee for community services made up of these thirteen members would be a good beginning:

Director of Community Services (Chairperson)

Director of Extended Day Programs (ex-officio)

Representative Appointed by the President, the Peoples' Community College

Representative Appointed by the President, City Junior College

Elected Representative from Academic Senate, City Junior College

Elected Representative from Academic Senate, the Peoples' Community College

Elected Representative from Student Assembly, City Junior College

Elected Representative from Student Assembly, the Peoples' Community College

Board-Appointed Representative from the local Recreation Department

Board-Appointed Representative from the local Leisure and Arts Commission

Community-Elected Representative from the Chicano or other Ethnic Group

Community-Elected Representative from the Black or other Ethnic Group

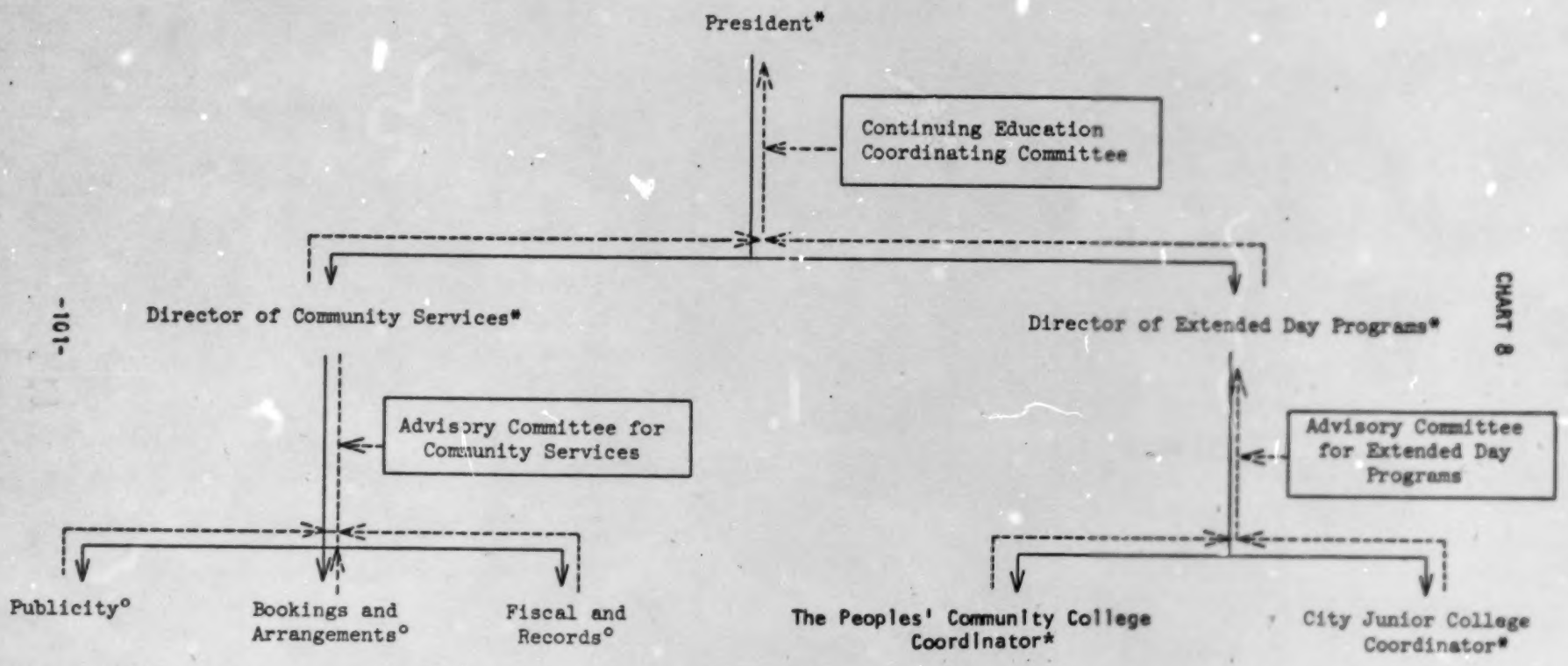
Board-Appointed Representative-at-Large (to achieve sexual and ethnic balance)

The director of community services would, in all regards, be on a par with the director of extended day programs except that he would be aided only by staff assistants (publicity, booking arrangements, records), not campus coordinators. He would be directly responsible to the president of the Community's College for Continuing Education.

A Lean Team: Time and attention have been devoted to the administrative structure of the Community's College since concepts which are unconventional require some explaining. This plan consolidates two major functions, extended day programs, and community services, moving them from the college level and establishing them as a district-wide enterprise. In the process, this new way of slicing cuts away a sizable segment of college level administration and although it adds some at the district, it assiduously avoids replicating a whole superstructure for the third college and manages to keep the managerial staff for both of these merging educational functions quite small and rather well-meshed with the staffs running the campus operations. The sketch of this small, yet vital, segment of the district administration is shown in Chart 8. (See Chart 8 - page 101).

CHART 8

ORGANIZATIONAL STRUCTURE OF THE COMMUNITY'S COLLEGE FOR CONTINUING EDUCATION



* Certificated Administrator

° Classified Specialist

--> Input

→ Leadership

The District Administration

Leanness, a flattening of hierarchy and democratic involvement continue to characterize even the remaining top echelon of administration. The superintendent would have only four staff assitants reporting directly to him in addition to the three line officers (the Peoples' Community College president, City Junior College president, and president of the Community's College for Continuing Education). The four staff officials would be professionals, not in education but in the area of their own functioning. They would serve strictly in a staff capacity furnishing knowledgeable input to the superintendent and to the board of trustees. They would not have line authority over anybody except those few people assisting them to perform their special functions.

To relieve the superintendent of as many routine managerial duties as possible, there would be a management technician, a person fully trained as a public administrator or a person trained and long-experienced as an executive secretary. The second staff official would be that of administrative assistant for facility planning and resource development. The person holding this position would be busy indeed during the developmental years of the new college and from that point his tenure would depend on continued growth of the district. The third staff man, administrative assistant for public information, would be a community relations specialist as well as liaison between the college district and the media.

The fourth, administrative assistant for business services, would serve a most vital function, but is clearly and purposely identified as a staff official. He should account for and disburse the money and he should perform the technical record-keeping on personnel. He should not determine how the money should be spent nor who and why people are on his personnel rosters.

All of these administrative assistants should be well within the top decile of the classified salary schedule. Certainly, it will not be possible to attract and keep top-calibre people unless their salaries are commensurate with those in similar positions in business and industry.

It is a truism that an essential determinant of successful administration is good communication. To achieve communication flow, the superintendent must build channels of input and output. Of course, these channels are more psychological than structural but, even so, there must be structural means for the superintendent to know constantly what is going on and to be able to affect what is going on. He has to be "on top of things," literally and figuratively.

The obvious, perhaps tried and true, way for a chief executive to gain the power that comes with knowledge is to make himself the hub of communications. The best single way to do this is to bring the key administrators together into a small cabinet which meets often and where complete candor is honored. The membership of such a District Cabinet should reflect the fact that sometimes a small action group is required and other occasions call for advisory deliberations. This functional separation is obvious--the four permanent certificated administrators would be the executive body but augmented for policy advisement by the elected faculty, student and classified staff representatives.

District Superintendent

President, the Peoples' Community College

President, City Junior College

President, the Community's College for Continuing Education

Academic Senate Presidents from the Peoples' Community College and City Junior College

Associated Student Body Presidents from the Peoples' Community College and City Junior College

Classified Staff Association Presidents from the Peoples' Community College and City Junior College

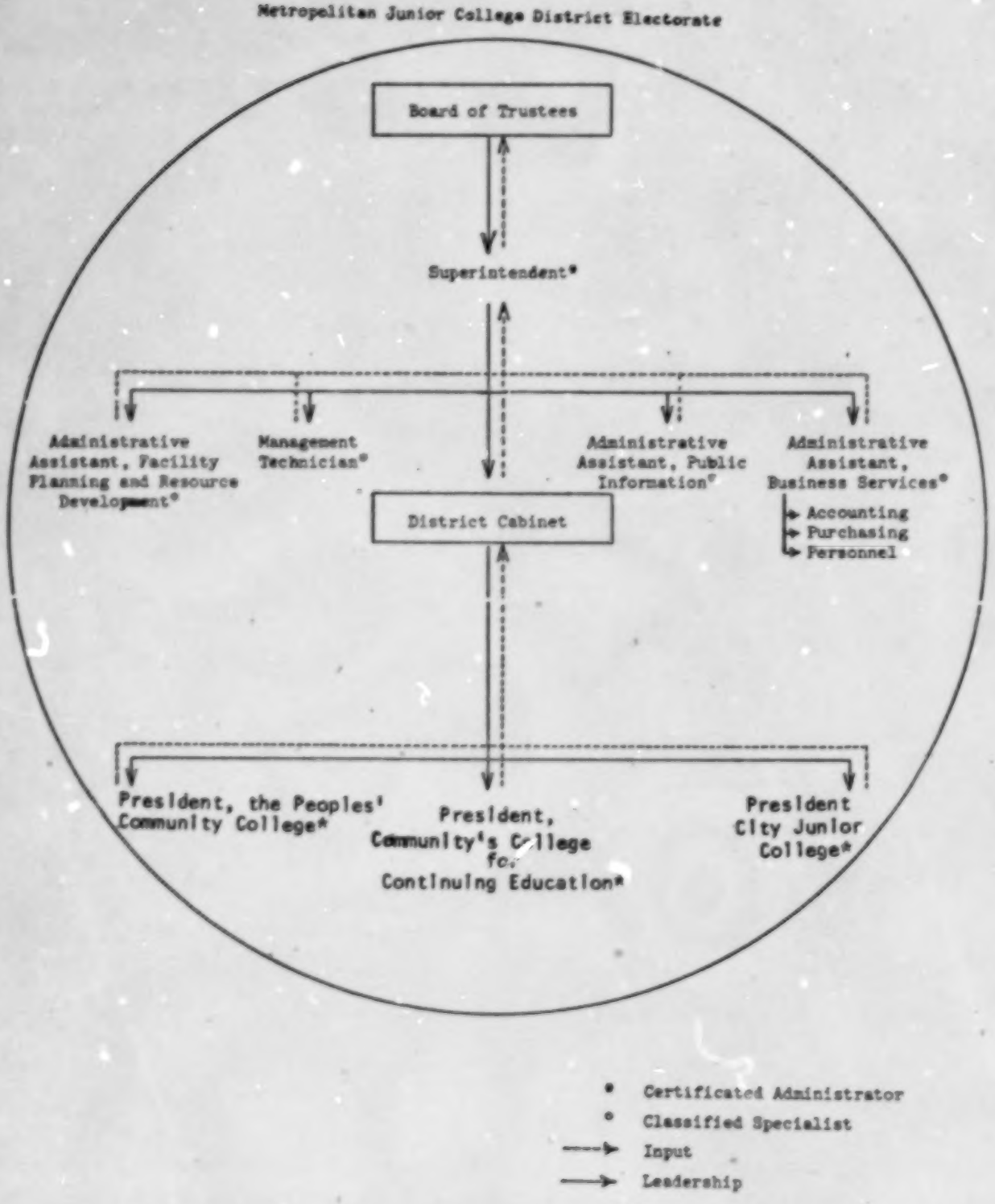
This cabinet of ten people, if it meets often and develops a climate of candor, should make the superintendent the best informed person in the district--and that is precisely what he should be. In addition, of course, he will have input from his four staff officers. With this kind of a knowledge base, he should be able to analyze problems and decide on administrative action just as he should be able to lay out clearly before the board the policy options open to them. Chart 9 depicts the district administrative structure that has just been described.

(See Chart 9 - page 105).

That which is new and different almost always sounds more expensive. Several significant innovations have been described in this and in preceding chapters. If they are just free-floating fantasies they may be read with some interest but then promptly dismissed. The sophisticated reader will appreciate the fact that the untried cannot be costed out exactly and that any social innovation is likely to be somewhat more expensive during its developmental years. Yet, the question of cost has to be answered and a serious attempt to arrive at this answer will be made in the next chapter.

CHART 9

ORGANIZATIONAL STRUCTURE AT THE DISTRICT LEVEL



Chapter 8

THE QUESTION OF COST

A precise and valid cost benefit analysis has never been done on any educational institution and, unless a way is discovered to measure the intangible, subjective, and evanescent benefits of education, one never will be. Doing so would be as difficult as making a cost benefit analysis of a man's life, or the work of an artist, or of religion. Cost, alone, is difficult to measure, particularly when the effort is to assess the cost of a concept as opposed to a material product or an on-going operation. Nevertheless, those accountable for the taxpayers' dollar will need some evidence that moving boldly in a new direction will not lead to financial disaster, particularly in a time of high taxes, tight budgets, and diminished faith in education.

Some Initial Qualifiers

The bizarre reality of today's financial crisis demands that innovative approaches be no more expensive than traditional ways of doing things however unsuccessful these traditional ways may be. Having said this, the obvious disclaimer must be made that opening costs of any new institution, innovative or not, are usually greater than maintenance costs of an old institution. However the new college in the Metropolitan Junior College District is organized, the per student costs of the Peoples' Community College in its opening years will probably be higher than the per student costs of its older, traditional sister college, City Junior College. Per student costs will begin to level off after the shake-down years when the ratio of students to staff has reached an optimum.

This conceptualization has centered on the administrative network for operating a cluster college, hence comparisons of cost will be largely limited to administration. Even so, two or three points on staff and student costs deserve special mention in this context of comparative costs.

Any segregated system of remedial education has been rejected in this plan, therefore, tutoring would have to be available in many classes. Similarly, the decentralized and high-load counseling system (1:400) would require counselor aides. The assumption was made in the staffing patterns (see page 54) that there would be a half-time tutor for each instructor and a full-time para-professional aide for each counselor. If, in fact, the under-educated third or half of the community college student population is reached by this coordination of professional and para-professional help, then the additional cost would be more than matched by additional benefit. There is neither logic nor ethic in a community college accepting all comers unless it has a commitment to give special help to those who need it. If the district income is at the ceiling and is already efficiently expended, then it would be necessary, though unpopular and unpleasant, to increase weekly student contact hours (WSCH) or the faculty:student ratio to make this para-professional assistance financially possible.

The substantial cost of released time for department chairmen and/or division chiefs, traditional at City Junior College, would be obviated by the very structure of the Peoples' Community College. There would be neither departments nor divisions and the functions of the subject area associations would be the professional responsibilities of their members, not a part of the administration of the college that demands recompense.

It is true, however, that under this plan the faculty spokesperson for each center would get released time and would be paid an extra month's salary for summer organizational work. Since the clusters would be incremental, in the opening year money would have to be budgeted for only six such persons. This would grow with student population, so ten years hence there would be 24 center spokesperson leading a professional staff of 336 and serving a student population of 9,600. A traditional college of that size might have as many as 24 departmental chairmen plus division chiefs and a liberal sprinkling of deans, associate deans, and coordinators. The point being made here is that cluster colleges grow predictably by adding pre-defined modules, that is, one center spokesperson for each 14 professional staff members, one provost for each 4 centers. Administration would not grow like a mushroom, fast and with an umbrella-type superstructure of coordinators, assistant deans, associate deans, and deans.

Another expense built into this concept is that of honoraria for student associate spokesperson and student representatives. The monthly figures of $100 and $150 were suggested for associate spokesperson and student representatives. This would cost $450 a month for each cluster or $4,500 for an academic year. In the opening year, with two clusters, this would required an annual budgetary expense of $9,000. After a decade of growth, with six clusters, it would cost $27,000 per year. This is modest cost indeed if it helps make students an integral part of the governance of the college rather than militant, perhaps confrontational adversaries.

Comparisons at the College Level

For later comparisons, return is made to the illustration of Metropolitan Junior College District with its two colleges, City Junior College and the

Peoples' Community College.* As might be surmised, in the first year a direct comparison of administrative costs between City Junior College and Peoples' Community College would not make much sense. In its opening year, the Peoples' Community College will have only 2,400 students while City Junior College would have three times that many.

As is true of all new colleges, the Peoples' Community College will need an adequate administration long before the college has reached maximum enrollment. The faculty spokesperson and the cluster provosts can be added as the center and cluster modules are added. This attractive incremental increase does not hold equally well for the college-wide staff positions. To argue ad absurdum, one-third of an instructional media coordinator, or one-third of a staff assistant to the president cannot be hired for the first year of operation with the other two-thirds of each position being added later.

To make the comparison of the existing college and the future one equitable, the projection will be for the third year when, it is assumed, both campuses will have reached approximately equal enrollments; a reduction to 5,000 for City Junior College and a growth to 5,500 for the Peoples' Community College. Table 10 lists the administrative positions (certificated and non-certificated) at each college and attaches a 1971 dollar price to each position. The assumption is made that the classified positions below that of administration will be roughly equal for the two colleges, hence need not be calculated in this comparison.
(See Table 10 - page 110).

*These are not as hypothetical as they may sound. The basic facts used in the comparisons were obtained from San Jose Junior College District and reflect the actual costs of San Jose City College and the projected costs of a new, second campus, Evergreen Valley College.

COMPARISON OF ADMINISTRATIVE COSTS AT CITY JUNIOR COLLEGE, AND THE PEOPLES' COMMUNITY COLLEGE, THIRD YEAR

TABLE 10

CITY JUNIOR COLLEGE		THE PEOPLES' COMMUNITY COLLEGE	
Positions	Salary Costs	Positions	Salary Costs
President	$ 26,000	President	$ 26,000
Vice President, Business Services	24,000	Coordinator, Instructional Media	18,000
Assistant Business Manager	14,500	Coordinator, Institutional Research	18,000
Accounting Officer	12,000	Coordinator, Student Services	18,000
Supervisor, Student Operations	12,500	Admissions and Records	14,500
Building Manager	12,000	Financial Aids	14,500
Public Information Officer	13,200	Health Services	14,500
Executive Secretary	10,000	Placement and Housing	14,500
Head Librarian	19,000	Inter-collegiate Activities	14,500
Dean of Instruction, Liberal Arts	22,000	Staff Assistant to the President	18,000
Assistant Dean, Liberal Arts	20,000	Plant Manager	14,500
Dean of Vocational Education	22,000	Business Services and Personnel	14,500
Assistant Dean, Vocational Education	20,000	Publications and Publicity	14,500
3 Coordinators, Vocational Education at $18,000 each	54,000	Management Technician	12,500
Dean, Student Services	22,000	3 Cluster Provosts at $22,000 each	66,000
Assistant Dean, Student Activities	20,000	3 Cluster Management Assistants at $10,000 each	30,000
Assistant Dean, Counseling	20,000	3 Professional Development Facilitators at $20,000 each	60,000
Records Officer	16,000	14 Center Faculty Spokesmen (estimate based on 1/2 released time plus 1 month extra pay)	114,000
Director, Research and Development	22,000	3 Cluster Student Representatives	4,500
17 Department Chairmen, 1971 net cost of this level of administration	166,761	11 Center Student Associate Spokesmen	11,000
TOTAL	$547,961	TOTAL	$512,000

*Projections were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District.

By this reckoning then, the administrative salary costs would be about $36,000 less at the Peoples' Community College than at City Junior College. Even at the ninth year, when the Peoples' Community College is projected to have 9,600 students, administrative salary costs would remain constant except those directly associated with the gradual increase in number of centers (to 24) and clusters (to 5):

2 Cluster Provosts	$44,000
2 Cluster Management Assistants	20,000
2 Cluster Professional Development Facilitators	40,000
10 Center Faculty Spokespersons	82,000
2 Cluster Student Representatives	3,000
8 Center Student Associate Spokespersons	8,000
	$197,000

By this projection, the increase in enrollment will have jumped from 5,500 to 9,600 (73%) while the cost of administrative salaries (again using 1971 salaries) will have increased from $512,000 to $709,000 (38%).

The previous comparison indicates that the administrative network of the Peoples' Community College would be no more expensive--probably $36,000 cheaper--than that of City Junior College. The easy rejoinder could be made, "But maybe both of them are top-heavy with administrative structure and administrative cost." It is fruitless to look for absolute proof that moving to the cluster college is the less expensive way to go nor, indeed, is economy the compelling reason to organize along a cluster college model. Even so, it seems worthwhile to make a comparison between the opening cost of administering this innovation versus the opening cost if a traditional model of administration were used. One qualifier: since extended day and community services have been

"built-out" of this model, it will have to be assumed that these two functions have also been moved to the district level in the traditional pattern of administration. Table 11 then, uses 1971 salaries in comparing the first year opening cost of administration of two hypothetical colleges: the Peoples' Community College--Traditional, and the Peoples' Community College--Cluster. (See Table 11 - page 113)

Argument might be made that the administrative staff for the Peoples' Community College--Cluster is too lean, but not many would deny that the administrative staff stipulated for the Peoples' Community College--Traditional is indeed traditional. The totals which approach $400,000 for administrative services in the first year are certainly within experience and expectancy and, once again, it does appear that administrative salaries for the cluster model would total slightly less than those in the traditional model.

Comparisons at the District Level

Moving now to comparative district costs, a second college obviously means increased administration at the district level. Changing from a one-campus president/superintendent set-up to a multi-unit district adds, at the very least, the salary of one superintendent and one president. This would be true whether the second college followed a traditional or a cluster model. This increase is not really germane to the analysis of comparative costs except that it warns against mixing up costs inevitably increased by growth with costs directly associated to innovations that are occuring concommitantly with this growth.

Table 12 compares the administrative positions and approximate salaries for a traditional district administration with the district officers projected in this cluster conceptualization. (See Table 12 - page 114).

COMPARATIVE COSTS OF ADMINISTRATION
OF TWO HYPOTHETICAL MODELS, FIRST YEAR*

THE PEOPLES' COMMUNITY COLLEGE--TRADITIONAL

Positions	Salary Costs
President	$ 26,000
Assistant to the President or Executive Secretary	12,000
Dean, Instruction	22,000
Associate Dean, Liberal Arts	20,000
Associate Dean, Vocational-Technical	20,000
College Librarian	18,000
Director, Research and Development	18,000
12 Department Chairmen (averaging 1/4 release time plus 1 month extra pay)	56,400
Dean, Student Personnel	22,000
Associate Dean, Counseling	20,000
Associate Dean, Student Activities	20,000
Director, Admissions and Records	18,000
Financial Aids Officer	14,500
Placement Officer	14,500
Health Services Officer	14,500
Dean, Business Services	22,000
Supervisor, Building and Grounds	14,500
Personnel Officer	14,500
Publications and Information Officer	14,500
Accounting and Purchasing Officer	14,500
TOTAL	$395,900

THE PEOPLES' COMMUNITY COLLEGE--CLUSTER

Positions	Salary Costs
President	$ 26,000
Coordinator, Instructional Media	18,000
Coordinator, Institutional Research	18,000
Coordinator, Student Services	18,000
Admissions and Records	14,500
Financial Aids	14,500
Health Services	14,500
Placement and Housing	14,500
Inter-collegiate Activities	14,500
Staff Assistant to the President	18,000
Plant Manager	14,500
Business Services and Personnel	14,500
Publications and Publicity	14,500
Management Technician	12,500
2 Cluster Provosts at $22,000 each	44,000
2 Cluster Management Assistants at $10,000 each	20,000
2 Cluster Professional Development Facilitators at $20,000 each	40,000
6 Center Faculty Spokesmen (estimate based on 1/2 released time plus 1 month extra pay)	49,200
2 Cluster Student Representatives	3,000
4 Center Student Associate Spokesmen	4,000
TOTAL	$386,700

*Projections were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District and Contra Costa Junior College District.

COMPARISON OF DISTRICT ADMINISTRATIVE COSTS*

Position	Traditional	Proposed Innovation
Superintendent	$ 32,000	$ 32,000
President, the Peoples' Community College	(26,000)**	(26,000)**
President, City Junior College	(26,000)**	(26,000)**
President, the Community's College for Continuing Education	------	26,000
Administrative Assistant, Facility Planning and Resource Development	20,500	20,500
Administrative Assistant, Public Information	20,500	20,500
Administrative Assistant, Business Services	------	20,500
Management Technician	------	20,500
Director of Community Services	------	22,000
Director of Extended Day Programs	------	22,000
Coordinator of Extended Day, the Peoples' Community College.	------	18,500
Coordinator of Extended Day, City Junior College	------	18,500
Assistant Superintendent, Business Services	26,000	------
Assistant Superintendent, Educational Services	26,000	------
Coordinator, Vocational Education	18,500	------
Executive Secretary	14,500	------
TOTAL	$158,000	$221,000

*Projections were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District.

**The salaries of the two presidents are bracketed to signify that their salaries would fall within campus budgets and are, therefore, not included in either of the totals.

The element of radical departure in the proposed district administration is the centralization at the district of the extended day and the community service programs. Remove the president of the Community's College for Continuing Education and return the extended day and community service officers to the respective campuses and $107,000 could be subtracted from the total of the "Proposed Innovation" column. However, the recommendation is for consolidating the extended day and community services at the district level, hence the apparent increase of $63,000 district administrative costs for the proposed innovation over that of the traditional. But, that which seems apparent can be misleading: The positions of director of community services, the director of evening division, and the assistant director of evening division would all be eliminated from the table of organization at City Junior College. Assuming the directors average $22,000 and the assistant director $20,000, this would reduce the City Junior College budget for administrative salaries by $64,000. Note further, that the same saving would be made at the Peoples' Community College. So, increases to district administrative costs would be more than compensated by decreases in campus administrative costs.

An attempt has been made in this chapter to compare the costs of adding this cluster college model with the costs of adding a traditional college to a traditional district. The results are quite reassuring. Innovations with as much educational promise as the cluster college should not be obliged to demonstrate that they will also be cheaper. In the cost projections given here, however, it does appear that the innovative college might be slightly cheaper and certainly not more expensive than the traditional college. Unfortunately, there may be other obstacles to institutional change as threatening as cost. A final--and short--chapter will be devoted to warnings against other anticipated dangers to the cluster college model.

Chapter 9

SOME CAVEATS

One of the marvelous gifts of man is his ability to picture in his mind what is likely to happen tomorrow if he does thus and so today. He can brace himself for the future by imagining it in his mind before it is acted out in behavior. And that is what is needed as a corrective to model-building; to anticipate the impact on people and the structural difficulties that are likely to follow from a decision to adopt the cluster college concept.

Human Problems

Consider first this inevitable consequence: Change, any kind of change, interferes with the comforts people are enjoying from the status quo. Even if the status quo is bad, it is a known evil and many, like Hamlet, would "rather bear those ills we have than fly to others that we know not of." Within any organization, there will be some people who will be so threatened by change that they will need constant reassurances and, more important, depth understanding of the proposed change before they will be able to deal with it rationally.

Those who have had the experience of being a part of a complex organization know that substantive change will create insecurities from bottom to top; from classified staff to the board members and in all the people in-between. If the change suddenly flattens the hierarchy, the required adjustment in role perception will be radical.

Any administrators who have the punch bowl concept of power will fear that in the cluster college power is being ladled out so generously to others and that there will be little left for them. The board members and the chief

administrators may become understandably anxious about the whole question of accountability. Many faculty people will suffer from role conflict in the collegial setting of a cluster college. Students coming out of authoritarian, hierarchical high schools will have some major redefinitions of role to face.

Actually, to the degree that this structural change extends and broadens and deepens freedom, there will be some, maybe many, in the college community looking for escapes from this freedom. Despite these warning notes, there is this encouraging chord: If anxieties can be anticipated, a start has been made in the search for ways of allaying these fears.

Change threatens vested interests. Those who may lose present perquisites are likely to be quite resistant to change. This cluster model simply eliminates the traditional deanery and no doubt, those who hold or aspire to hold the position of dean of instruction, or dean of student personnel, or associate or assistant deanships are likely to be negative to this proposal. They are going to feel like their ladder to success was suddenly cut off. Similarly, department chairmen and division chiefs are going to ask "What about me? How do I fit into this new power structure?" Of course there are in this model positions of authority and of greater reward and those who have real leadership to offer will undoubtedly get them. Hopefully, potential deans will become cluster provosts or professional development facilitators and aspiring department chairmen will become center spokespersons.

Change of institutional structure also disrupts all the previous lines of influence. An informal structure of power often develops to a greater or lesser degree around the formal structure of power. For example, the old guard among the faculty may have developed such tremendous power for negation that top administration and/or division chiefs and departmental heads are obliged

to pander to them. Even if the informal structure equals the formal structure in power, it cannot exist independent of it. So, when basic changes in the formal structure are made, any strong informal structure that may exist at a parasitic level no longer has a life support system.

Perhaps the most effective natural enemies of the shadow power structure, of a campus mafia, are the open, even legitimated power sources representing various segments of the college community: the academic senate, the professional associations, the student government, even the militant activists among any of those segments. Treating these groups as the enemy triggers a self-fulfilling reaction; they become the enemy. But though they may be self-serving, was it not the desire for a more relevant and a more effective education that primarily motivated their creation and development? Perhaps consideration can be given to strategies and tactics by which they can be made allies, not enemies of the change process.

Probably the most effective saboteur of the change process is human apathy. It is the innovators who initiate change, and this creates temptation to leave those who seem apathetic to wallow in their lethargy. This can be risky for often the seemingly apathetic are simply those who have not been turned on. They may be turned on as carpers and critics if they have been dealt out with no hand in the change. Further, the innovators cannot innovate all by themselves and they may tend toward being abstract dreamers rather than pragmatic doers.

Structural Problems

The structural change most fraught with problems would be that of changing a traditional college into a cluster college. It would be much simpler, and the portents of success would be much more auspicious, if this cluster model were used in the creation of a new college. It is much more difficult to make

radical structural changes in an edifice that is already built than to work them into the initial design. Even so, it does appear that DuPage College in Illinois is successfully carrying out this most tricky feat of institutional engineering. Several California community colleges, such as De Anza College in Cupertino, California, and Chabot College in Hayward have had considerable success with experiments in mini-colleges, i.e., a small, rather autonomous cluster operating within an otherwise traditional college. One built-in difficulty with the mini-college is the we-they dichotomy. Even the success of the "we's" participating in the experiment tends to increase the hostility of the "they's" toward it.

Two colleges that had commitment to the cluster concept from the very beginning are Evergreen Valley College in San Jose, California and Indian Valley College in Novato, California. Their development deserves special watching for they offer a real test of the viability of the cluster model for public community colleges. Perhaps they will secure Federal Government or foundation funding to design and carry out a longitudinal study of their effectiveness.

No one should duck the dynamic that radical change built into a new institution has ramifying impact on existing sister institutions. In a multi-campus district, if the second campus is structured as a cluster college while the first and existing college retains its traditional organization, there will be some inevitable discontinuities, conflicts, and invidious comparisons going both ways. This is not to speak against some risk-taking; it is only to say that all concerned should work toward conflict management which is really another name for true leadership.

Almost any innovation big enough to garner the limelight will have an attractive luster for awhile. But, the problem is to avoid a dimming when there begins to be a turnover of those who initiated the change. No doubt some dimming is inevitable and should not be avoided for any human enterprise that endures was once an innovation; an innovation whose intrinsic worth gave it staying power. Even so, in this model the structure itself has built-in commitment development and built-in self-criticism. The election of center spokespersons and cluster provosts will assure a constant flow of experienced, committed people into the reservoir of leadership. The involvement of faculty, students, and classified staff members at every level of policy-making should generate a constant organizational assessment, a perpetual self-study.

It is true that the district superintendent and the college president are key figures who have power somewhat autonomous from the structure of this model. No doubt they could scuttle the whole operation, but why should they? If it achieves the educational values it promises, the success will be shared by them. If it is truly flawed, then it is their responsibility to replace it.

The continuity of commitment among the followers--the rank and file teachers and counselors--is also built into the structure of this model. It is anticipated that the new teachers and counselors will be given the benefits of a program of induction, a year-long seminar in community college philosophy, in institutional goals, in learning theory, and in teaching strategies all led by the professional development facilitators of their respective clusters. The proper induction of new staff members has rarely occurred in traditional junior colleges. The very existence of professional development facilitators at least makes probable that which in the past has been left to chance--working toward consensus of institutional goals; exploring the groundings of educational

philosophy; serious efforts to solve the learning-teaching equation; searching for those motivational approaches that will bridge the gap between personal relevancy and societal relevancy.

At the beginning, in the middle, and at the end, this question should be asked in all honesty: Is this proposed change, this cluster college, oriented to the professionals who staff the college or is it oriented to the clients, the students who attend the college? This is not to suggest that these are mutually exclusive orientations or even frequently incompatible. Even so, those asking this ego-searching question should be skeptical if the motivation for change is primarily self-serving and should be supportive if in their considered judgment this restructuring of the institution gives reasonable hope for this community college to better fulfill its great promise.

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